general management plan
wilderness suitability review
land protection plan

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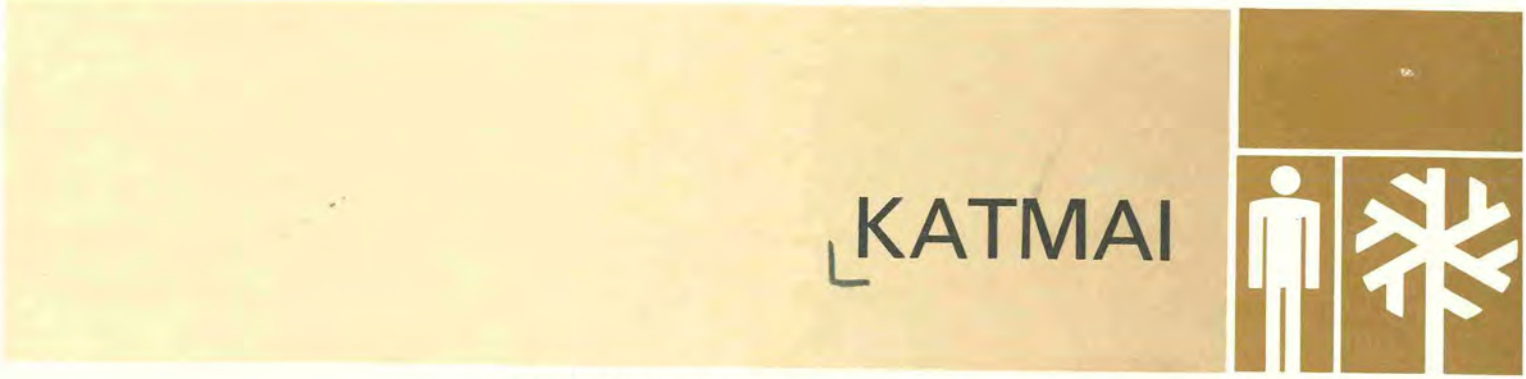

NATIONAL PARK AND PRESERVE / ALASKA

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General Management Plan
Land Protection Plan
Wilderness Suitability Review

Katmai National Park and Preserve
Alaska

U.S. Department of the Interior / National Park Service

SUMMARY

Katmai National Park and Preserve encompass approximately 4 million acres of public land at the head of the Alaska Peninsula. Katmai National Monument was established in 1918 and expanded to its present size through several presidential proclamations. In 1980, the Alaska National Interest Lands Conservation Act (ANILCA) changed the designation of most of the national monument to national park and designated an additional 308,000 acres as a national preserve. The upper 63 miles of the Alagnak River, which starts within the park complex and has been designated as a wild river, is also under NPS administration.

The general management plan will, for the immediate future, stabilize activities associated with Brooks Camp. The number of guest facilities will remain at the current level. Because Brooks Camp is situated in prime brown bear habitat, long-range plans may require either its relocation or additional restrictions on sportfishing along Brooks River, or both actions may be necessary. Ongoing studies documenting bear/human interactions in the Brooks Camp area will help guide future decisions. A reservation system will be started at the campground. A development concept plan will be prepared to address the need for, location, and size of an overflow camping area, a new visitor center, and an elevated boardwalk to and across Brooks River.

The Park Service will continue to work with the state to further assess the impacts of dismantling the Brooks River fish ladder.

To accommodate expected increases in visitation and to minimize potential impacts on resources, the Park Service will provide opportunities for wilderness canoeing excursions, float trips, tundra hiking, sportfishing, scenic viewing, and wildlife observation in the central part of the park. Sportfishing, river trips, hunting, and trapping in the preserve will continue.

To support these activities, primitive camping areas (small, designated camping areas with a food cache and pit toilet) will be developed near Grosvenor Camp and Bay of Islands. Grosvenor Camp may be used as a staging area for scenic boat trips and fishing excursions up Coville and Grosvenor lakes, and Bay of Islands will be used as a staging area for wilderness canoe trips or as a destination for boaters and anglers in the immediate area. Primitive camping areas will also be established at the outlet of Nonvianuk Lake and on the road to the Valley of Ten Thousand Smokes at the point where Yori Pass is most accessible. Lake Camp will continue to be a focus for local day use. Boat launching, docking, parking, and picnicking facilities will be improved. A nature trail and picnic shelters will be provided.

Seasonal ranger headquarters will be maintained at Brooks Camp. Seasonal ranger camps will be maintained at Grosvenor Camp area, Lake

Camp, and Nonvianuk Lake. Seasonal ranger camps will be established at Bay of Islands and Kukak Bay. Park headquarters will stay at King Salmon.

The plan clarifies that subsistence uses in the west end of Naknek Lake will not be permitted because of the congressional intent not to provide for subsistence uses in the park.

The land protection plan identifies the minimum interests in nonfederal lands within the park/preserve boundary needed by the National Park Service to protect public lands and uses, and it assigns priorities for acquiring interests in each of these tracts. The highest protection priorities are the fee acquisition of approximately 76,935 acres of state lands through a land exchange, 120 acres at Brooks Camp if this land is conveyed to the claimant, three mining claims, and three parcels of Russian Orthodox Church property.

With the passage of ANILCA in 1980, approximately 3.4 million acres of Katmai National Park and Preserve were designated as wilderness. Of the remaining lands within the park boundary 491,807 acres are suitable to be designated as wilderness, 176,592 acres are not suitable for wilderness, and 29,865 acres are pending suitability determination as land status is resolved.

The Alagnak Wild River will be managed under the same policies as Katmai National Preserve. The Park Service will provide information to visitors regarding camping areas and the location of private lands.

This final plan does not include the environmental assessment that was included in the draft plan. Please refer to the March 1985 Draft General Management Plan/Environmental Assessment for a description of the alternatives considered and the impacts of the plan and alternatives.

SUMMARY OF MAJOR CHANGES MADE AND NOT MADE IN RESPONSE TO THE MARCH 1985 DRAFT GENERAL MANAGEMENT PLAN COMMENTS

This general management plan, land protection plan, and wilderness suitability review includes most of the material presented in the draft general management plan with the exception of the major changes listed below and minor changes that have been incorporated in this plan. In addition, the environmental assessment, alternatives considered, and impacts of alternatives that were in the draft plan have been deleted.

Public comments on the draft plan were made at public meetings in five communities adjacent to Katmai National Park and Preserve as well as in Anchorage. More than 50 detailed written comments and more than 150 general written comments were received during the public comment period that was extended twice to be a total of 135 days. The Revised Draft Plan was released for public review in December 1985. During the 60-day comment period, 26 comment letters were received that addressed issues specific to Katmai and 42 comment letters were received that addressed general issues. A summary of public comments for the March 1985 draft

and the December 1985 revised draft are in the "Consultation and Coordination" section.

Major Changes Made to the March 1985 Draft Plan

Park Service policy for amending the plan and identifying future plans is explained.

The plan has deferred the proposal to relocate Brooks Camp facilities until current bear/human interaction studies are complete. To minimize conflicts between bears and visitors in the Brooks Camp area, all or parts of existing facilities may be relocated and/or additional Brooks River fishing regulations may be necessary. A reservation system will begin at the campground, an overflow camping area will be established, and an elevated boardwalk will be constructed to and across the Brooks River. A new visitor center will be constructed at Brooks Camp.

Several changes have been made to the "Access and Circulation" section. A detailed discussion of ORV's has been added and definitions have been added to the access chart.

ORV use for subsistence is permitted only in the preserve where it is determined to be a customary and traditional use. To date no ORV use in the preserve has been identified as traditional. If traditional use is identified the Park Service will revise its policy toward ORV use for subsistence, consistent with applicable laws and regulations.

NPS policy is discussed regarding public use easements, ANCSA (Alaska Native Claims Settlement Act, 43 USC 1601 et seq.) section 17 (b) easements, and Revised Statute 2477 rights-of-way, with changes made in the plan and land protection plan recommendation text and maps. Two 17(b) easements are identified.

The primitive camping areas are further defined as small, designated camping areas with a food cache and pit toilet.

NPS policy for fish and wildlife management is clarified.

NPS management intent with regard to navigability, tidelands, submerged lands, and water rights is clarified.

Submerged lands, tidelands, and shorelands have been determined to be unsuitable for wilderness designation.

The Park Service will continue to work with the state to further analyze the impacts of dismantling the Brooks River fish ladder.

NPS policy for temporary facilities for sport hunting is clarified.

The "Land Protection Plan" discussion of suggested compatible and incompatible uses has been revised to delete the reference to appropriate

color and materials used in new or modified structures on private lands. The plan also clarifies NPS policy regarding use of nonfederal lands within the park and preserve boundary.

A summary of public involvement has been added.

Changes Not Made to the March 1985 Plan

Provisions are not made for subsistence uses of the west end of Naknek Lake.

No wilderness designation is recommended by the plan.

Specific details of proposed land exchanges are not discussed.

Major Changes Made to Plan Based on December 1985 Revised Draft Comments

Natural Resources. Clarification was provided on management of fish and wildlife issues.

Public Involvement. A new public involvement in plan implementation section was prepared and included.

A commitment to further communicate with local residents was added.

Access. The process to determine whether ORVs are traditional for subsistence was revised by allowing for opportunities to review additional data.

Clarification was provided on maintenance of aircraft landing strips.

A commitment to inventory access routes and uses and involve the public in future actions regarding access was added.

Visitor Use. A development concept plan for Brooks Camp will be prepared that will address the need for, size, and location of visitor facilities, including an overflow campground, an elevated boardwalk, and a new visitor center.

General. A definition of "traditional" was added.

Clarification was provided on temporary facilities in preserves, and additional justification for determination was added.

Clarification was provided on the management of unclaimed cabins on federal land.

A commitment was made to prepare a subsistence management plan.

The "Management Zoning" section was deleted.

Wilderness. Clarification was provided on the suitability of potential RS 2477 rights-of-way for wilderness designation.

Wilderness designation recommendations will be made following the completion of the general management plan.

Land Protection Plan. Clarification was provided on NEPA and ANILCA section 810 compliance requirements.

The Park Service will be involved in any future planning for the road from King Salmon to Lake Camp and will work with area landowners and others who have responsibility and interest in the road to ensure that access to Lake Camp continues.

Changes Not Made to Plan Based on December 1985 Revised Draft Comments

The Park Service will continue to work with the state to assess the impacts of removing the Brooks River fish ladder on salmon escapement.

No new access closures have been proposed nor has action been taken on the 1983 proposed closures.

The Park Service does not have the authority to provide for subsistence uses within Katmai National Park.

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Abbreviations Used in Text

ACMP - Alaska Coastal Management Program

ADF&G - Alaska Department of Fish and Game

ANCSA - Alaska Native Claims Settlement Act (43 USC 1601 et seq.)

ATV - All-terrain vehicle, see ORV

ANILCA - Alaska National Interest Lands Conservation Act (16 USC 3101)

BLM - Bureau of Land Management

BBNC - Bristol Bay Native Corporation

CFR - Code of Federal Regulations (e.g., 36 CFR 13)

CRSA - Coastal Resource Service Area

DM - "Departmental Manual," U.S. Department of the Interior (e.g., 60 DM 4.2)

EA - Environmental Assessment

EIS - Environmental Impact Statement

EO - Executive Order

FES (FEIS) - Final Environmental Impact Statement

FWS - Fish and Wildlife Service

NPS - National Park Service

ORV - Any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland or other natural terrain, except snowmachines or snowmobiles (36 CFR 13.1), including all-terrain vehicles (ATVs).

RMP - Resource Management Plan

SCS - Soil Conservation Service

USC - United States Code

Katmai National Park and Preserve, encompassing over 4 million acres of public land, is located approximately 290 air miles southwest of Anchorage and at the beginning of the Alaska Peninsula. Access is principally by aircraft because there are no highway connections with any sizable population centers. The only road access to the park starts at the community of King Salmon and ends at Lake Camp, just inside the western boundary, a distance of approximately 10 miles.

INTRODUCTION

SIGNIFICANCE OF THE PARK AND PRESERVE

Katmai was initially established to preserve the features associated with one of the most powerful volcanic explosions ever recorded. On the afternoon of June 6, 1912, there was a thunderous blast as an immense column of smoke billowed from what was later named Novarupta Volcano, and 7 cubic miles of incandescent ash and pumice were rained over a wide area. The 30-square-mile Ukak River valley was buried by as much as 700 feet of hot ash that literally flowed from the volcano, turning the river valley into a hellish plain where countless fumaroles emitted volcanic gasses and vaporized the river and rainwater. Although the ash has now cooled and virtually no fumaroles are steaming, the Valley of Ten Thousand Smokes remains the major scenic attraction for park visitors. The 2½- by 12-mile area--richly colored in shades of yellow, red, and tan, and dissected by river channels up to 100 feet deep but only 5 to 10 feet wide--is largely devoid of life, yet plants are beginning to gain a foothold in places that are sheltered from the abrasive, wind-driven ash.

After the 1912 eruption, expeditions were organized to study the volcanoes and the Valley of Ten Thousand Smokes. These trips led to preservation initiatives by the National Geographic Society and the eventual establishment of Katmai National Monument in 1918. In the following years portions of the coastline, the lake system, and important wildlife habitats--all nationally significant resources adjacent to the volcanic features--were added to the monument. In 1978 Katmai was expanded by presidential proclamation under the authority of the Antiquities Act. With passage of the Alaska National Interest Lands Conservation Act of 1980 (ANILCA), Congress redesignated Katmai as a national park and preserve.

Of the diverse wildlife species that inhabit Katmai, the most conspicuous is the brown bear. Katmai is inhabited by the largest protected population of brown bears in North America. Concentrations of the bears along streams during the annual salmon-spawning runs provide excellent opportunities for visitors to observe and photograph the bears in their natural environment.

Visitors, as well as bears, are attracted by the abundance and diversity of fish in Katmai's lakes and streams. More than a million salmon return each summer to spawn in the park and preserve. Entire streams turn silver and then red as these fish complete their life cycle. The spawning adult salmon, their eggs, and the juvenile fish that hatch from them form a critical link in the food chain, supporting a variety of bird, mammal, and fish species. It might be said that salmon are a primary force driving the Katmai ecosystem.

In addition to salmon, a number of other freshwater fish are avidly sought by sportfishermen. World-class rainbow trout fishing attracts anglers from all over the world. Arctic char, lake trout, grayling, and northern pike add to the variety of fish that lure sportfishermen. A strongly developed catch-and-release ethic for rainbow trout has contributed to perpetuating the high quality of sportfishing in Katmai.

LOCATION

KATMAI NATIONAL PARK AND PRESERVE

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But Katmai is more than bears, fish, and volcanoes. It is a vast land of rivers, lakes, glaciers, alpine tundra, coastal fjords and bays, marshes, alder thickets, and spruce forests. Each of these environments is inhabited by an interdependent community of birds, mammals, fish, and insects that have adapted to live in Katmai's harsh climate.

LEGISLATIVE PURPOSE

Katmai National Park and Preserve was originally established as a national monument by President Wilson on September 24, 1918, to protect some 1,088,000 acres, which included Katmai and Novarupta volcanoes and the Valley of Ten Thousand Smokes (see appendix A).

On April 24, 1931, President Hoover enlarged the monument to 2,697,590 acres by adding most of the Naknek drainage system, as well as coastline lands northward to the Douglas River. The purpose of this enlargement was to protect "features of historical and scientific interest, for the protection of the brown bear, moose and other wildlife."

On August 4, 1942, President Roosevelt added islands in Shelikof Strait which lie within 5 miles of the monument's shoreline. These islands were added to protect sea mammals nesting on the islands and to preclude hunters from using them as bases from which to conduct poaching forays into the existing monument.

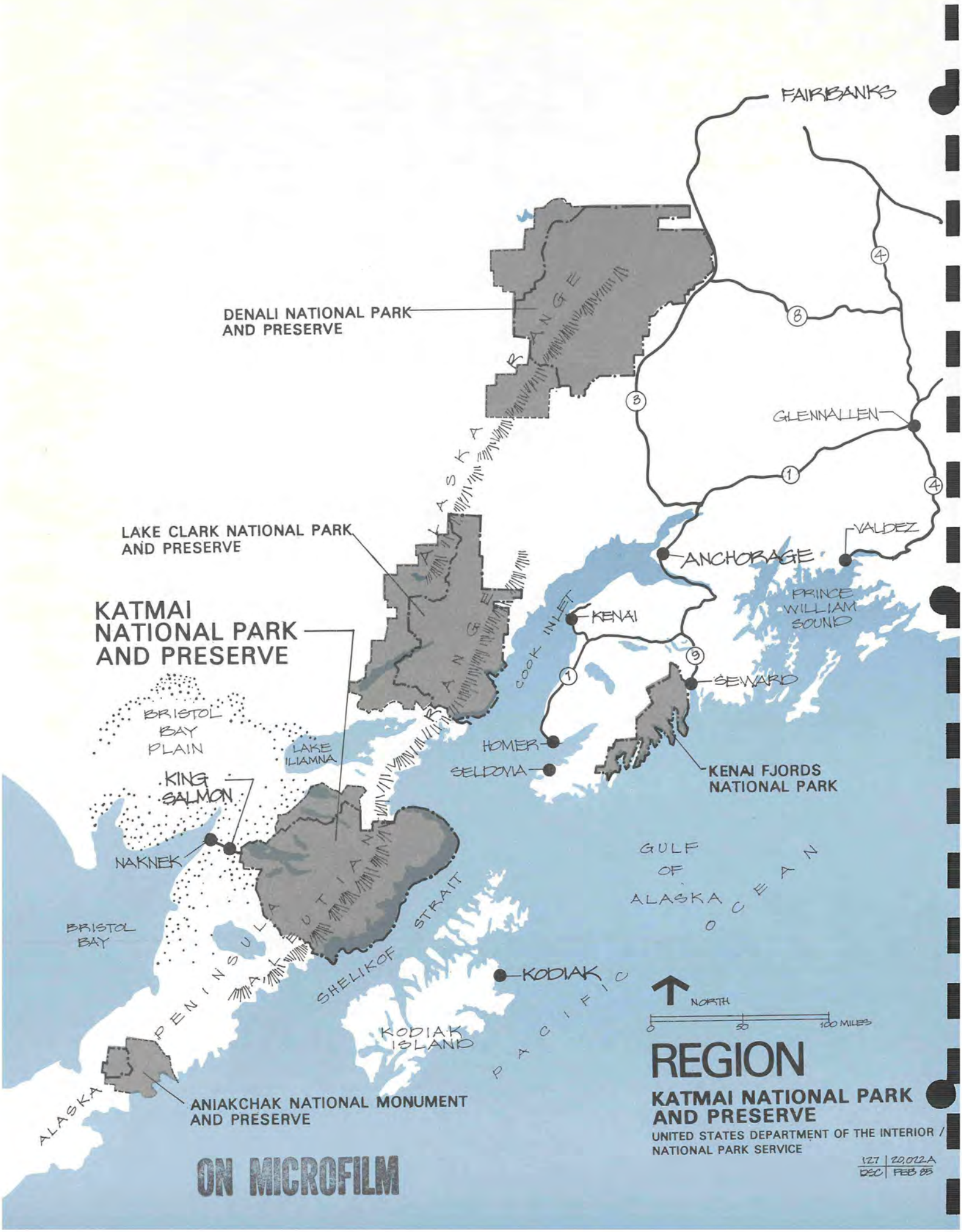
President Johnson added the west end of Naknek Lake to the monument on January 20, 1969, stating that inclusion of the entire lake and its shoreline was "necessary for the protection of the ecological and other scientific values of the lake and existing Monument." This proclamation brought the monument to 2,797,137 acres.

On December 1, 1978, President Carter added 1.4 million acres to the monument to protect brown bear habitat and watersheds vital to red salmon spawning.

ANILCA redesignated 3.7 million acres of Katmai National Monument as Katmai National Park and 308,000 acres as Katmai National Preserve.

ANILCA identifies the following general purposes for Katmai National Park and Preserve, as well as the other Alaska conservation system units (sec. 101):

> to preserve for the benefit, use, education, and inspiration of present and future generations certain lands and waters in the state of Alaska that contain nationally significant natural, scenic, historic, archeological, geological, scientific, wilderness, cultural, recreational, and wildlife values . . .
>
> to preserve unrivaled scenic and geological values associated with natural landscapes; to provide for the maintenance of sound populations of, and habitat for, wildlife species of


FAIRBANKS
DENALI NATIONAL PARK AND PRESERVE
ALASKA RANGE
GLENNALLEN
LAKE CLARK NATIONAL PARK AND PRESERVE
KATMAI NATIONAL PARK AND PRESERVE
VALDEZ
ANCHORAGE
PRINCE WILLIAM SOUND
KENAI
COOK INLET
SEWARD
BRISTOL BAY PLAIN
LAKE ILIAMNA
HOMER
SELDOVIA
KENAI FJORDS NATIONAL PARK
KING SALMON
NAKNEK
GULF OF ALASKA
OCEAN
BRISTOL BAY
PENINSULA MOUNTAINS
SHELIKOF STRAIT
KODIAK
PACIFIC
NORTH
0
50
100 MILES
KODIAK ISLAND
ALASKA PENINSULA
ANIAKCHAK NATIONAL MONUMENT AND PRESERVE
REGION
KATMAI NATIONAL PARK AND PRESERVE
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> inestimable value to the citizens of Alaska and the Nation, including those species dependent on vast, relatively undeveloped areas; to preserve in their natural state extensive unaltered arctic tundra, boreal forest, and coastal rainforest ecosystems; to protect the resources related to subsistence needs; to protect and preserve historic and archeological sites, rivers, and lands, and to preserve wilderness resource values and related recreational opportunities including but not limited to hiking, canoeing, fishing, and sport hunting, within large arctic and subarctic wildlands and on free-flowing rivers; and to maintain opportunities for scientific research and undisturbed ecosystems . . .
>
> consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established, designated, or expanded by or pursuant to this act, to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so.

ANILCA section 202(a) further defines the following purposes, among others, in the additions to Katmai National Monument and the preserve:

> to protect habitats for, and populations of, fish and wildlife, including, but not limited to, high concentrations of brown/grizzly bears and their denning areas; to maintain unimpaired the water habitat for significant salmon populations; and to protect scenic, geological, cultural, and recreational features

Section 203 of ANILCA directs that Katmai National Park and Preserve be administered as an area of the national park system, pursuant to the National Park Service organic act of August 25, 1916, as amended and supplemented, and as appropriate to section 1313 and other applicable provisions of ANILCA. The organic act states in part that

> the service . . . shall promote and regulate the use of . . . national parks . . . which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

Subsistence use, sportfishing and hunting, and trapping "shall be permitted" in the preserve (ANILCA, sections 203 and 1316). Management and use of all national park system areas is directed by federal regulations (published in title 36 of the Code of Federal Regulations). These have recently been updated to include regulations specific to Alaska parks (36 CFR 13, reprinted in appendix B). All federal lands and waters within the park and preserve boundary are under the proprietary jurisdiction of the National Park Service. Both federal and state agencies have authority for the enforcement of appropriate regulations.

PLANNING ISSUES AND MANAGEMENT CONCERNS

Specific issues and management concerns that are addressed in this document include the following:

Visitor Use

Visitors have traditionally come to the Brooks Camp developed area to fish, visit the Valley of Ten Thousand Smokes, and watch Alaskan brown bears in their natural environment. This development and the associated activities intrude on prime bear habitat. The result has been potentially dangerous conflicts between bears and humans in this area. The issue is how to reduce this hazardous situation and the potential impacts on bears while still providing for visitor activities in this portion of the park.

Overnight visitor use at Katmai has increased since 1956 at a rate of approximately 265 stays per year to a total of 8,173 stays in 1984 (including backcountry campers, campground users at Brooks Camp, and guests at four lodges and two primitive camps). The present focus of this use is the Brooks Camp area, which provides the only developed campground in the park and 55 percent of the available lodge beds. The greatest rate of increase over the past 10 years has been at the Brooks Camp campground and lodge, with the average annual increase ranging from 175 to 200 stays, respectively. If this 1974-84 rate of increase continues, total overnight use in Katmai could reach 17,000 by the year 2000 (an annual increase of 7 percent).

The National Park Service campground at Brooks Camp is already at capacity for much of July and early August. Expansion of the present site is limited by site constraints and bear concentrations. Options for accommodating anticipated increases in camping demand need to be examined.

Increases in day use also have been dramatic. As more fishing lodges have been constructed in southwest Alaska, the number of fly-in visitors to the Brooks Camp area has multiplied. Over 50 commercial operators are now authorized to use the park and preserve. Sportfishing along the Brooks River is the primary activity for fly-in visitors, and pressure points where conflicts occur between operators are developing.

It is necessary to decide to what extent and where the expected increases in demand can be accommodated without adversely affecting the wildlife or other park resources and without allowing the visitor experience to deteriorate because of overcrowding.

Access and Circulation

The primary means of access to the park and preserve for nonlocal visitors is by amphibious aircraft and floatplanes. These planes are small (four to nine passengers) and noisy, thus intruding on the wilderness setting of the park. Alternative modes of access should be examined. Brooks Camp is the only location that is served by regular commercial flights. Access to most other areas of the park requires the use of charter or private aircraft. Residents of King Salmon and Naknek frequently take privately owned boats into the park from Lake Camp.

Park Operations

The present permanent park staff of nine employees manages both Katmai National Park and Preserve and Aniakchak National Monument and Preserve, a total area of nearly 4.7 million acres. Park headquarters are in King Salmon, and a major summer operation is at Brooks Camp. Seasonal rangers are stationed at Brooks Camp, Lake Camp, the outlet of Nonvianuk Lake, Grosvenor Lake, and on the coast at Geographic Harbor. With such a small staff, it is impossible to adequately monitor resource uses to guard against adverse effects or to provide proper visitor services.

Administrative office and storage space is limited at Brooks Camp. The visitor center is in a poorly located, hard-to-find, temporary facility. The plan will explore solutions to resolving these problems.

Natural Resource Management

Katmai National Park is the home of the largest protected population of brown bears in North America. Bear feeding habits are not fully understood, but it is clear that human activities disrupt bear feeding and other activities. Sometimes as many as 15 brown bears are along the 1-mile-long Brooks River, and increasing densities of people in this same area result in encounters that endanger the safety of the people. Any removal of bears to reduce this potential threat would jeopardize the natural condition of the bear population. The issue is how to reduce human interference with brown bears, particularly at Brooks Camp where most human activities occur.

Katmai provides major spawning areas for salmon, which are important to the economy of the entire Bristol Bay region. Salmon migrating from the sea to spawn in freshwater streams represent a tremendous upstream flow of nutrients that is vital to the integrity of park ecosystems. Salmon at all stages of their lives are a source of high-protein food needed by many fish and wildlife species, and they affect the distribution of predator species. Rainbow trout, which are popular with sportfishermen, are present in salmon streams because they feed on salmon eggs and fry, and brown bears

obtain the protein they need to survive and reproduce from salmon. Therefore, it is important to understand the natural ecological balance and how human activities, such as sportfishing, may disrupt that balance. In addition the number of salmon allowed to migrate upstream (the escapement) is established by the Alaska Department of Fish and Game (ADF&G). Fishermen have reported that rainbow trout populations are declining in the Bay of Islands and Brooks River areas. ADF&G biologists have found the Naknek Lake/Brooks River trout population to be in good health. The National Park Service is monitoring fishery status. If, in fact, human uses are detrimental to the ecological balance, then steps must be taken to maintain natural and healthy populations of fish and wildlife species.

Subsistence

Subsistence activities are allowed in Katmai National Preserve. Residents of villages near the northern and western boundaries of the preserve have expressed concern about competition for subsistence resources (specifically moose) from sport hunters and poachers and about declining moose populations. Other subsistence concerns are about subsistence fishing in Naknek River where it exits Naknek Lake--a use that has occurred in the past. ANILCA sections 202(2), 203, and 816(a) do not provide for subsistence uses within Katmai National Park.

Land Protection

Katmai National Park and Preserve and the Alagnak Wild River contain 4,124,075 acres. Of this total, 3,975,231 acres are federally owned and 148,844 acres are nonfederally owned. Native regional and village corporations have applied for approximately 33,436 acres (including overlapping applications). The National Park Service must identify which lands or interests in lands need to be in federal ownership, must examine existing and potential uses of nonfederal land, and must address cost-effective alternatives to direct federal purchase to protect park resources and to meet management objectives.

Wilderness Suitability

ANILCA section 701(4) formally designated approximately 3.4 million acres of Katmai National Park and Preserve as wilderness, to be managed under the provisions of the 1964 Wilderness Act except as otherwise expressly provided for in ANILCA. ANILCA section 1317(a) directs the secretary to review the suitability of all lands within the park complex for designation as wilderness.

This plan addresses these issues and concerns. The general management plan is described in the first part of this document, and it includes the

BEAR CONCENTRATION AREA

OPEN TUNDRA HIGHLANDS

PRESERVE BOUNDARY

PARK BOUNDARY

ALAGNAK RIVER BOUNDARY

NORTH 5 0 5 10 15 MILES
5 0 5 10 15 20 KILOMETERS

PARK FEATURES

KATMAI NATIONAL PARK AND PRESERVE

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park and preserve's "Land Protection Plan" and the "Wilderness Suitability Review." It recommends visitor opportunities that are in keeping with the mandate of the National Park Service to provide for visitor use and at the same time to protect and maintain significant natural resources. The plan is based on management objectives developed by the park staff (see appendix C). The plan will be used to guide park management for the next five to 10 years, in conjunction with other policies and regulations governing park management.

The second part of this document is a general description of the park and preserve.

PUBLIC INVOVEMENT IN PLAN IMPLEMENTATION

The planning for and management of the units of the national park system in Alaska is an evolving and dynamic process. The general management plan provides overall guidance and direction for the management of Katmai National Park and Preserve and announces the intent of the National Park Service to undertake a variety of actions pursuant to established law, regulation, and policy. Actions proposed in this plan, such as closures, use restrictions, boundary adjustments, major developments, and new or revised regulations do not become effective upon approval of the general management plan. Further information collection and analysis and appropriate public involvement are needed before these actions become final.

It is recognized that involving the public in the development of significant policies and management practices and in further planning for the park and preserve can result in more comprehensive and better proposals and actions by the National Park Service, as well as better public understanding of them.

This section outlines the means by which the National Park Service will ensure continued public involvement in the ongoing planning for and management of Katmai National Park and Preserve. Described here are the procedures that the National Park Service will use for public involvement in the areas of policy development, action plans, closures, restrictions or openings, new or revised regulations, and amendments to this general management plan. The superintendent is expected to consult with all affected and interested parties as an integral part of the management of the area.

It is the policy of the Department of the Interior to offer the public meaningful opportunities for participation in decision-making processes leading to actions and policies that may significantly affect or interest them (301 DM 2.1). Accordingly, the National Park Service will integrate public participation and the decision-making process. Public participation activities will be scheduled with other elements of the decision-making process to ensure that the timing of information both to and from the public results in the expression of public comment at points in the decision-making process where it can make the greatest contribution.

The overall public participation process, closely tied to the decision-making process, will be flexible enough that methods may be added or deleted as public input shows a new level of need or interest.

All public review documents will be submitted to the state of Alaska for coordinated state review. The National Park Service will maintain an active mailing list of groups, agencies, and individuals who have expressed interest in reviewing the documents. These groups, agencies, and individuals will be notified of the availability of public review documents and upon request, copies of such documents will be made available to them.

Policy Development

The National Park Service manages the parks, monuments, and preserves in Alaska for the national interest and recognizes that the policies and management practices implemented by the Park Service can be of great interest to the people of Alaska and the nation. These policies and practices can also affect the lives of individuals living in or near the areas and the public using the areas.

To the extent practicable, when a new policy or management practice that affects the public is to be developed or an existing policy or practice is to be revised, there will be public notification, ample opportunity for comment, and thorough consideration of comments received. If significant changes are made to the proposed policy or management practice as a result of public comment, there will be additional review prior to the policy or practice being adopted.

Action Plans

Several specific action plans are identified in this general management plan. Future plans include a resource management plan, development concept plans, wilderness recommendations, revisions to the land protection plan, a subsistence management plan, transportation and access planning, and boundary adjustment recommendations. These plans and the required public involvement are described in the appropriate management sections of this document and the major ones are summarized in "Appendix D: NPS Planning Process." These more detailed plans will be initiated by the superintendent over the life of the general management plan. Although it is the intention of the National Park Service to initiate all of the implementing plans identified in the general management plan in a timely manner, the undertaking of these plans will depend on funding and other considerations that cannot be accurately forecast at this time.

As part of the ongoing planning and management for the area, internal planning documents will be prepared. These include an interpretive plan (prospectus), a scope of collections statement, and a visitor services study. Formal public review of these types of plans and studies is not anticipated; however, parties expressing an interest in these plans will be

involved as appropriate in their preparation and invited to comment on them before they are finalized. Copies will be available upon request from the superintendent.

Closures, Restrictions, and Openings

In cases where the closure of areas within the unit or restrictions on activities are proposed in the general management plan, the procedures of 36 CFR 1.5, 13.30 (13.46, 13.49, and 13.50 in the case of subsistence), and 43 CFR 36.11(h) must be followed before any proposed closures or restrictions take effect. These procedures also apply to any future proposals to open an area to public use or activity that is otherwise prohibited. The procedures of 36 CFR 1.5, 13.30, 13.46, 13.49, and 13.50, and 43 CFR 36.11(h) are contained in appendix B.

As stated in 36 CFR 1.5(c),

> Except in emergency situations, prior to implementing or terminating a restriction, condition, public use limit or closure, the superintendent shall prepare a written determination justifying the action. That determination shall set forth the reason(s) the restriction, condition, public use limit or closure authorized by paragraph (a) has been established, and an explanation of why less restrictive measures will not suffice, or in the case of a termination of a restriction, condition, public use limit or closure previously established under paragraph (a), a determination as to why the restriction is no longer necessary and a finding that the termination will not adversely impact park resources. This determination shall be available to the public upon request.

Regulations

New regulations and revisions to existing regulations will be proposed in accordance with the requirements of the Administrative Procedure Act (5 USC 553). The National Park Service will provide a minimum 60-day comment period.

Amendment of the General Management Plan

Specific parts of the general management plan may be amended to allow for changing conditions or needs, or when a significant new issue arises that requires consideration. Amendments of this general management plan will include public involvement and compliance with all laws, regulations, and policies. If the proposed amendments are minor and not highly controversial, public notice and a 60-day waiting period will take place prior to making decisions to incorporate the changes into the plan. If the amendments are significant or highly controversial, the public will be provided opportunities to participate in the development and review of

alternatives and the proposed action. This will include a minimum 60-day public comment period and public meetings as necessary and appropriate. All amendments to the general management plan must be approved by the regional director.

In the future, changing conditions will warrant preparation of a new general management plan. The public will be involved throughout the development of a new plan.

GENERAL MANAGEMENT PLAN

VISITOR USE AND GENERAL DEVELOPMENT

The management philosophy for Katmai National Park and Preserve is to ensure the preservation of the park's extraordinary wilderness values. The majority of the park/preserve complex will remain pristine. Out of approximately 4.1 million acres total, a maximum of only 15 additional acres will be devoted to visitor use facilities. The plan will not be a single action; it will be implemented at several locations and be phased over a period of five to 10 years. Many of the actions will not be undertaken unless the demand for additional facilities has been clearly established.

Generally, the plan reinforces traditional patterns of use. Although Katmai's first visitors were interested primarily in the volcanic activity of Novarupta and Mount Katmai, since the 1950s visitors have begun to appreciate other aspects of Katmai. When fishing camps were introduced in the 1950s, sportfishing became a major attraction. The construction of a road to the Valley of Ten Thousand Smokes in 1962-63, coupled with scheduled airline service from Anchorage to King Salmon, ushered in the present era of sight-seeing tours to the valley. With better protection, the number of brown bears visible in the Brooks River area has increased, which leads to unparallelled opportunities for viewing and photographing them. Brooks Camp on the shore of Naknek Lake has become the focal point for scenic tours and wildlife observation as well as for sportfishing. Improved access has also led to a rise in hiking and backcountry use. More recently campground use and day use from fishing lodges outside the park have increased. The plan has been developed to continue these activities recognizing, however, that increases in the level of human activity may necessitate restrictions being imposed at specific sites to protect park resources and values. Additionally, other recreational opportunities are suggested that will have the effect of reducing pressure on some sites and dispersing visitor use in the park and preserve.

ACCESS AND CIRCULATION

The plan for Katmai National Park and Preserve relies on traditional modes of access for visitor use (see tables 1 and 2). Commercial and private air transportation will continue to be the primary means of access to developed areas within the park and preserve. Commerical air transportation includes air taxi and lodge operators in the Bristol Bay area who are authorized to use the park and preserve. Efforts will be made to reduce aircraft noise at Brooks Camp through mutually agreed upon landing and take-off patterns.

The increase in visitor activity at Brooks Camp relative to other areas of the park and preserve has been made easier because of scheduled flights between King Salmon and Brooks Camp by amphibious aircraft that connect with commercial service to Anchorage. For people without access to private or lodge aircraft, visiting other areas of the park and preserve has necessitated that they charter aircraft. The redistribution of visitor

Table 1: Modes of Access Allowed for Subsistence and Recreational Activities

Mode of Access	Allowed for Subsistence in Preserve/ Reference	Allowed for Recreation/ Reference	Planned Change
Snowmachines	Yes[1] ANILCA 811, 36 CFR 13.46, 43 CFR 36.11(b)	Yes[2] ANILCA 1110, 43 CFR 36.11(c)	None
Off-Road Vehicles[3]	No ANILCA 811, 36 CFR 13.46, 43 CFR 36.11(g)	No ANILCA 101, 43 CFR 36.11(g)	None
Motorboats	Yes[1] ANILCA 811, 36 CFR 13.46, 43 CFR 36.11(b)	Yes[2] ANILCA 1110, 43 CFR 36.11(d),	None
Fixed-Wing Aircraft	Yes[1,4] ANILCA 811, 43 CFR 36.11(f)	Yes[2] ANILCA 1110 43 CFR 36.11(f)	None
Helicopters[5]	No 43 CFR 36.11(f)	No ANILCA 1110 43 CFR 36.11(f)	None

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The terms "Yes" and "No" in subsistence and recreation columns reflect a general rule as to whether a specific type of access is allowed. Where exceptions to the general rule exist, they are noted and explained in the appropriate footnote.

1. The superintendent may restrict or close a route or area to the use of snowmobiles, motorboats, or dog teams, or other means of surface transportation (36 CFR 13.46(b)(c)).

2. The superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis (36 CFR 1.5 and 13.30 and 43 CFR 36.11(h)).

3. The use of off-road vehicles (ORVs) for subsistence purposes will be restricted to designated routes in areas where their use is customary and traditional. The superintendent will designate routes in accordance with Executive Orders 11644 and 11989 and 36 CFR 13.46.

4. The use of fixed-wing aircraft for access to and from park and monument lands (not preserve units) for the purposes of taking fish and wildlife for subsistence is prohibited by 43 CFR 36.11(f).

5. The use of a helicopter in any park area, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited by 43 CFR 36.11(f).

Table 2: General Access Provisions

Provision	Reference	Planned Change
Access to Inholdings (Valid property or occupancy interest, including mining claims) Ensures adequate and feasible access, subject to reasonable regulations to protect the natural and other values.	ANILCA 1110 36 CFR 13.31 43 CFR 36.10 43 CFR 36.11	None
Temporary Access (Applies to state and private landowners not covered in 43 CFR 36.10 and 36.11.) The superintendent may permit temporary access across a park area for survey, geophysical, exploratory, or similar temporary activities on nonfederal lands when it is determined that such access will not result in permanent harm to park area resources.	ANILCA 1111 43 CFR 36.12	None
Transportation and Utility Systems in and across Conservation System Units Procedures for application are set; systems must be compatible with purposes for which the unit was established and no economically feasible and prudent alternative route exists; terms and conditions of rights-of-way are also established.	ANILCA Title XI 43 CFR 36	None
RS 2477 Revised Statute 2477 (repealed in 1976) provides that : "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." Katmai National Park and Preserve was established subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. These rights-of-way are discussed further in the access section of the plan. A map of the rights-of-way that the state contends may be valid under RS 2477 is located in appendix E.	43 USC 932	None
Navigation Aids and Other Facilities Access is provided to existing air and water navigation aids, communication sites, and facilities for weather, climate, and fisheries research and monitoring, subject to reasonable regulation. Access is also provided to facilities for national defense purposes.	ANILCA 1310	None
Alaska Department of Fish and Game The National Park Service recognizes the right of the department to enter onto park lands after timely notification to conduct routine management activities that do not involve construction, disturbance to the land, or alterations of ecosystems.	NPS/ADF&G Memorandum of Understanding	None
Alaska Mineral Resource Assessment Program Access by air is allowed for assessment activities permitted by ANILCA 1010, subject to regulations ensuring that such activities are carried out by the U.S. Geological Survey or its designated agents and in an environmentally sound manner.	ANILCA 1010	None
Helicopter Use for General Research and Other Purposes The superintendent may permit the use of helicopters for research activities and may prescribe terms and conditions in accordance with federal regulations.	ANILCA 1110 36 CFR 2.5 and 13.31 43 CFR 36.11(f)	None
Easements Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the preserve. The routes and locations of these easements are identified on maps contained in conveyance documents. The conveyance documents also specify the terms and conditions of use including periods and methods of public access. It is anticipated that the National Park Service will be responsible for the management of at least two public access easements within the preserve and possibly others within and adjoining the preserve as future land conveyances are made to Bristol Bay Native Corporation, Paug-vik Inc. Ltd. (Naknek), Alaska Peninsula Corporation (South Naknek), and Igiugig and Levelock village corporations.	ANCSA 17(b)	None

use recommended by this plan will be more easily accomplished if scheduled aircraft service or some other means of scheduled access is developed.

Motorboats are permitted on all lakes and rivers in Katmai National Park and Preserve. The use of motorboats and motor vessels on the Savanoski River above Old Savanoski has been proposed for closure in accordance with 36 CFR 13.30 (see "Proposed Closures").

As visitation increases, other means of commercial access will be examined to determine if they are feasible. Commercial boat transportation could be established from King Salmon or from Lake Camp to Brooks Camp, wilderness drop-off points on Naknek Lake (for example, Bay of Islands and the mouth of Ukak River), or other destinations. Any new service should support more diversified and dispersed activities and will be consistent with NPS visitor management objectives.

Access to Lake Camp will continue to be by private vehicle on the existing 10-mile road from King Salmon. Lake Camp will be upgraded to include improved parking, a boat ramp, an improved dock, interpretive exhibits, and two picnic shelters, thus enhancing opportunities for local residents to use the Naknek drainage.

The plan also endorses expanded backcountry use in the highlands near the Angle/Takayoto creeks drainage and near Battle Lake. The plan will further diversify visitor use by expanding boating and kayaking opportunities, which will be principally based in or near the Bay of Islands and Grosvenor Camp.

Finally, float trips on the Alagnak River will continue, with starting points at the outlets of Nonvianuk Lake and Kukaklek Lake.

Access within the park complex for traditional uses and to gain access to nonfederal lands within the park and preserve is governed by provisions of ANILCA. Section 1110 allows a variety of access modes within conservation system units for traditional activities (see "Appendix F: Definition of Traditional"). Section 1111 grants rights of access to private properties and state lands within conservation units for various uses. No additional road access onto any private properties in the interior of the park and preserve has been proposed.

Access to Inholdings

Access is guaranteed to nonfederal land, subsurface rights, and valid mining claims, but any such access is subject to reasonable regulations to protect the values of the public lands that are crossed (ANICLA, sections 1110 and 1111). Existing regulations (43 CFR 36.10) govern access to inholdings.

PRESERVE BOUNDARY

PARK BOUNDARY

ALAGNAK RIVER BOUNDARY

NORTH

5 0 5 10 15 MILES

5 0 5 10 15 20 KILOMETERS

GENERAL DEVELOPMENT

KATMAI NATIONAL PARK AND PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

127 DEC | 20026F SEPT 86

ON MICROFILM

Off-road Vehicles

The recreational use of off-road vehicles (ORVs)*, including all-terrain vehicles (ATVs), off established roads, parking areas, and designated routes is generally prohibited. Experience and research indicate that random use of ORVs adversely affects the natural, aesthetic, and scenic values of the park area and as such is contrary to existing laws, executive orders, regulations, and policy. Section 1110(a) of ANILCA provides for the use of snowmachines, but not for ORVs other than snowmachines. Consequently, the recreational use of other ORVs is subject to the provisions of Executive Order 11644, "Use of Off-Road Vehicles on the Public Lands." The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits ORV routes in designated wilderness areas.

The research in Wrangell-St. Elias National Park and Preserve was designed to measure the effects of various types of ATVs in tussock-shrub terrain and document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases. The findings of this study are that the use of ATVs off established roads does result in substantial resource damage even at the lowest traffic levels (10 passes) and that resource damage increases with additional use.

An exception to the general prohibition on the use of ORVs off established roads and parking areas is access to inholdings allowed under section 1110 of ANILCA. Section 1110(b) guarantees the right of access to inholdings within park areas, subject to reasonable regulations to protect natural and other values of park lands. Access to inholdings is covered in existing regulations (43 CFR 36.10). The use of ORVs for access to inholdings may be allowed under 43 CFR 36.10 by the superintendent on a case-by-case basis on designated routes. In determining what routes and restrictions should apply to the use of ORVs for access to inholdings, the superintendent will consider the potential for resource damage and user conflicts and the availability of alternative routes and methods of transportation. The use of ORVs for access to inholdings will only be allowed upon a finding that other customary and traditional methods of access will not provide adequate and feasible access. All ORV use will be subject to applicable state and federal laws and to permits and restrictions necessary to prevent resource damage. These restrictions may limit the size and type of vehicle, vehicle weight, season of use, number of trips, and other conditions necessary to protect park resources and values.

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*An off-road vehicle is any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland, or other natural terrain, except snowmachines or snowmobiles (36 CFR 13.1).

The use of ORVs on rights-of-way and easements established under various authorities including Revised Statute 2477 and section 17(b) of ANCSA (Alaska Native Claims Settlement Act, 43 USC 1601 et seq.) will be determined as their validity is determined (e.g., RS 2477 rights-of-way) or they come under management authority of the National Park Service (e.g., 17(b) easements). Whether ORV use will be allowed on particular rights-of-way or easements will depend on the specific terms and conditions of the right-of-way or easement, the history of use, and other environmental factors.

Fixed-wing aircraft may be landed and operated on lands and waters within the park and preserve, except where such use is prohibited or otherwise restricted by the superintendent pursuant to 36 CFR 1.5, 13.30, and 43 CFR 36.11(f) and (h). Aircraft land on gravel areas and on tundra. A number of these natural aircraft landing sites occur in the park and preserve. These natural landing sites do not require any form of maintenance or improvement.

Currently, all federal lands within the park and preserve are open to authorized aircraft uses. Closures that were proposed in 1983 are discussed below. In the future, if the need for closures or restrictions is identified, the National Park Service will propose closures through the procedures outlined in 36 CFR 1.5, 13.30, and 43 CFR 36.11(f) and (h).

The superintendent has conducted an inventory of landing strips within the unit. Those strips where maintenance is necessary and appropriate for continued safe public use of the area will be designated after public notice has been made and there has been an opportunity for comment. The designations are for maintenance purposes only and will be made pursuant to 36 CFR 1.7(b). Designated landing strips may be maintained as needed with nonmotorized hand tools by people using the areas. Maintenance or improvements to designated landing strips involving equipment other than nonmotorized hand tools must be accomplished under a permit from the superintendent. Outside of designated areas, no alteration of vegetation or terrain is authorized for landings and takeoffs except in emergency situations. In the interim, established landing strips may be maintained as needed with nonmotorized hand tools by people using the areas. The superintendent may permit on a case-by-case basis the use of mechanized equipment for maintenance.

In determining whether to authorize such maintenance, the superintendent will consider (1) whether the proposed maintenance consitutes expansion of the landing strip, (2) any adverse impacts on natural or other values of the park area that would result from the proposed maintenance activity, including the transportation of equipment across NPS-managed lands, (3) whether the maintenance is needed for public safety in support of an authorized activity, and (4) whether adequate and feasible access otherwise exists.

The use of a helicopter in Katmai National Park and Preserve, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited (43 CFR 36.11(f)(4)).

Landing areas for helicopters are designated pursuant to special regulations. At the present time, there are no designated landing areas for helicopters in Katmai National Park and Preserve. Annual permits may be issued for NPS-approved research projects.

The construction of new landing strips on federal land may be allowed under one of the following circumstances:

(1) when the need has been identified, assessed, and approved in an amendment to the general management plan or a new general management plan

(2) when approved under title XI of ANILCA, which provides a process for approval or disapproval of applications for the development of transportation and utility systems across conservation system units

(3) for access to inholdings pursuant to 43 CFR 36.10

Revised Statute 2477

RS 2477 (formally codified in 43 USC 932, enacted in 1866) provides that: "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." The statue was repealed by PL 94-579 as of October 21, 1976, subject to valid existing claims.

Katmai National Park and Preserve is subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. Rights-of-way that the state contends may be valid under RS 2477 are the route from Katmai to Savanoski, the Kulik Lodge Trail, and the road from King Salmon to Lake Camp.

A map illustrating the above rights-of-way is found in appendix E. These rights-of-way are not necessarily all-inclusive. Private parties or the state of Alaska may identify and seek recognition of additional RS 2477 rights-of-way within Katmai National Park and Preserve. Supporting material regarding potential rights-of-way identified by the state may be obtained through the Alaska Department of Transportation and Public Facilities or the Alaska Department of Natural Resources.

Identification of the potential rights-of-way identified above and on the map (see appendix E) does not establish the validity of these RS 2477 rights-of-way and does not provide the public the right to travel over them. The use of ORVs in locations other than established roads or designated routes in units of the national park system is prohibited (Executive Order 11644 and 11989 and 43 CFR 36.11(g)). Identification of possible rights-of-way does not constitute the designation of routes for off-road vehicle use.

The various types of access routes discussed in the following sections may overlap. For example, a valid RS 2477 right-of-way may overlap an easement conveyed under section 17(b) of ANCSA. Where this occurs, management strategies will reflect valid existing rights and other considerations unique to the situation. The Park Service will work cooperatively with interested parties to ensure that management is compatible with the purposes of the park/preserve. Overlap situations will be dealt with on a case-by-case basis in conformance with the general management policies outlined below.

Reservation of Public Use Easements

The National Park Service will request the reservation of public (nonexclusive) use easements from the Bureau of Land Management (BLM) on lands being conveyed under the Native Allotment Act of 1906 where important public use trails cross the lands being conveyed. The public use easements will ensure continued public access to public lands and resources in Katmai National Park and Preserve.

Public Use Easements - ANCSA Section 17(b)

Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the park and preserve, as authorized by section 17(b) of ANCSA. The National Park Service will be responsible for the management of these public access easements inside the park unit and for those assigned to the National Park Service outside the unit. Pursuant to part 601, chapter 4.2 of the "Departmental Manual" (601 DM 4.2), where these easements access or are part of the access to a conservation system unit, the easements shall become part of that unit and be administered accordingly. The purpose of these easements is to provide access from public lands across these private lands to other public lands. The routes and locations of these easements are identified on maps contained in the conveyance documents. The conveyance documents also specify the terms and conditions of use including periods and methods of public access. The conditions governing allowable uses of each easement may vary.

A list of 17(b) easements and authorized uses is included under access in the "Environment" section. These easements appear on the Land Status and Protection Priorities map. Further record keeping by the National Park Service may result in revision to the locations and authorized uses of 17(b) easements presented in the general management plan.

The National Park Service will work cooperatively with the affected native corporations and other interested parties, including the state of Alaska, to develop a management strategy for the easements. Management of these easements will be in accord with the specific terms and conditions of the individual easements and applicable park regulations (pursuant to 43 CFR 2650.4-7(d)(4) and 36 CFR 1.2). As the easements are reserved and the National Park Service assumes management responsibilities for

them, the locations, mileages, and acreages will be compiled and management strategies will be formulated. This information will be maintained at park headquarters.

As authorized in 601 DM 4.3G, an easement may be relocated to rectify a usability problem or to accommodate the underlying landowner's development of the lands if both the National Park Service and the landowner agree to the relocation. Easements may also be exchanged if an acceptable alternative easement or benefit is offered by the underlying landowner and the exchange would be in the public interest. An easement may be relinquished to the underlying landowner if an alternate easement has been offered by the landowner or termination of the easement is required by law. The National Park Service may also propose to place additional restrictions (to those authorized in the conveyance document) on the use of an easement if existing uses are in conflict with the purposes of the unit. In all cases where a change in authorized use or location from the original conveyance is proposed, the National Park Service will provide adequate public notice and opportunity to participate and comment to the affected native corporation and other interested parties, including the state of Alaska. Any National Park Service proposals for changing the terms and conditions of 17(b) easements will include a justification for the proposed change, an evaluation of alternatives considered, if any, and an evaluation of potential impacts of the proposed action.

Subsistence Access in the Preserve

In Katmai National Preserve, ANILCA section 811 provides for access to subsistence resources:

> (a) The Secretary shall ensure that rural residents engaged in subsistence uses shall have reasonable access to subsistence resources on the public lands.
>
> (b) Notwithstanding any other provision of this Act or other law, the Secretary shall permit on the public lands appropriate use for subsistence purposes of snowmobiles, motorboats, and other means of surface transportation traditionally employed for such purposes by local residents, subject to reasonable regulation.

In the preserve authorized means of access for subsistence uses are snowmachines, motorboats, and dog teams, and they are governed by existing regulations (36 CFR 13.46). If another means of surface access is shown to have been traditionally employed in the unit for subsistence purposes, it will be permitted in that unit subject to reasonable regulations. The existing regulations contained in 36 CFR 13.46 do not allow for transportation modes other than snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed. Any additional information about traditional means will be reviewed on a case-by-case basis (see "Appendix F: Definition of Traditional").

The legislative history of ANILCA indicates that it was not Congress's intention to foreclose the use of new or presently unidentified means of surface transportation (Senate Report 96-413, p. 275). New modes of access that are developed and implemented for general use in rural Alaska and that originate from technological advances that cannot be shown to have been traditionally employed may be allowed in the future for subsistence purposes under circumstances that prevent waste or damage to fish, wildlife, or terrain and would not degrade other park resources or values. The effects of new technology on areas and intensity of subsistence use would also need to be addressed.

ORVs are not permitted in the preserve for subsistence uses because they have not been shown to be a traditional means of access. Any new information related to the traditional use of ORVs for subsistence gathered by the Park Service or provided by others will be reviewed for consistency with ANILCA.

Subsistence activities are not permitted in Katmai National Park (see subsistence use in the "Resource Management" section of the plan).

Proposed Closures

In April 1983 the National Park Service issued proposed rules to close portions of the park to motorboats and aircraft. Public meetings were held, revisions made, and the proposed rules were submitted to the secretary of the interior. Public notice will be made of any further action on these closures.

The closures proposed in 1983 are:

All lakes within the Margot Creek/Ukak River drainage to aircraft landings.

That portion of the King Salmon River drainage within the park including Angle, Contact, and Takayoto creeks to wheeled aircraft landings.

The Savanoski River to motorboats and motor vessels above old Savanoski.

The Valley of Ten Thousand Smokes to all motorized access including aircraft landings.

All lake beaches and river bars in the Naknek River drainage, including the Savanoski River, to aircraft landings.

The existing use in each of the areas is very little, if any. Access for special purposes (such as the once-per-season transport of a motorboat up the Savonoski River to American Creek) may be authorized by the superintendent. For further information on this 1983 proposed closure, see Federal Register Vol. 48, No. 67, April 6, 1983, or contact the park superintendent.

Planning for the various topics described in this access section will be an ongoing process. The National Park Service will continue to document past and current uses of the park and inventory access routes in Katmai National Preserve. This process will of necessity be accomplished in phases over a period of several years. In carrying out this process of inventorying and collecting information, the National Park Service will consult with interested agencies, organizations, and individuals. When sufficient information has been gathered on a particular topic, the National Park Service, in consultation with others, may propose further action. Actions may include developing further management policy; proposing closures, restrictions, or openings; proposing access improvements; or proposing revisions to existing policies or regulations. Pursuant to section 1110(a) of ANILCA, 36 CFR 1.5, 13.30, and 13.46, 43 CFR 36.11(h), and NEPA where applicable, adequate public notice and opportunity to comment will be provided.

VISITOR USE

Information and Interpretation

Interpretation provides an understanding of the resources of the park and preserve and helps increase visitor awareness and enjoyment. Interpretation and education activities are important to the protection and use of the natural and cultural values of the park and preserve. Professionals and volunteers will carry out these important functions of interpretation and education by using a variety of media to reach park and preserve visitors and the general public.

Information and interpretation at Katmai occur at Brooks Camp. Visitors arrive by floatplane or boat and are met by NPS personnel who explain regulations, safety precautions, reasons and methods for protecting the resources, and other pertinent information. Information, written materials, and film presentations are also available year-round at park headquarters in King Salmon and in Anchorage.

Brooks Camp

Brooks Camp is the major overnight visitor use area in Katmai National Park and Preserve. Facilities include a 21-site NPS campground, the 60-bed Brooks Lodge, NPS and concession employee housing, NPS interpretive and operations facilities, a floating footbridge, trails, and a bear-viewing platform.

Visitors to Brooks Camp are generally campers, lodge guests, and day visitors from other lodges in the region. Most of these visitors participate in one or more of the following activities: fishing in the Brooks River, observing and photographing brown bears, taking a van tour to the Valley of Ten Thousand Smokes, sight-seeing, or using Brooks Camp as a staging area for backcountry trips.

The entire Brooks Camp complex, especially the river and lakeshores, provides a critical feeding area for brown bears during the summer and fall months. Since development of the Brooks Camp facilities, a steady increase in both bear and human use of the area has been observed over the past 10 years. Although there is a history of interaction between bears and visitors in the Brooks Camp area, no serious injuries have occurred. Some research has been done on brown bears, but the precise nature and causes of bear/human confrontations are poorly understood.

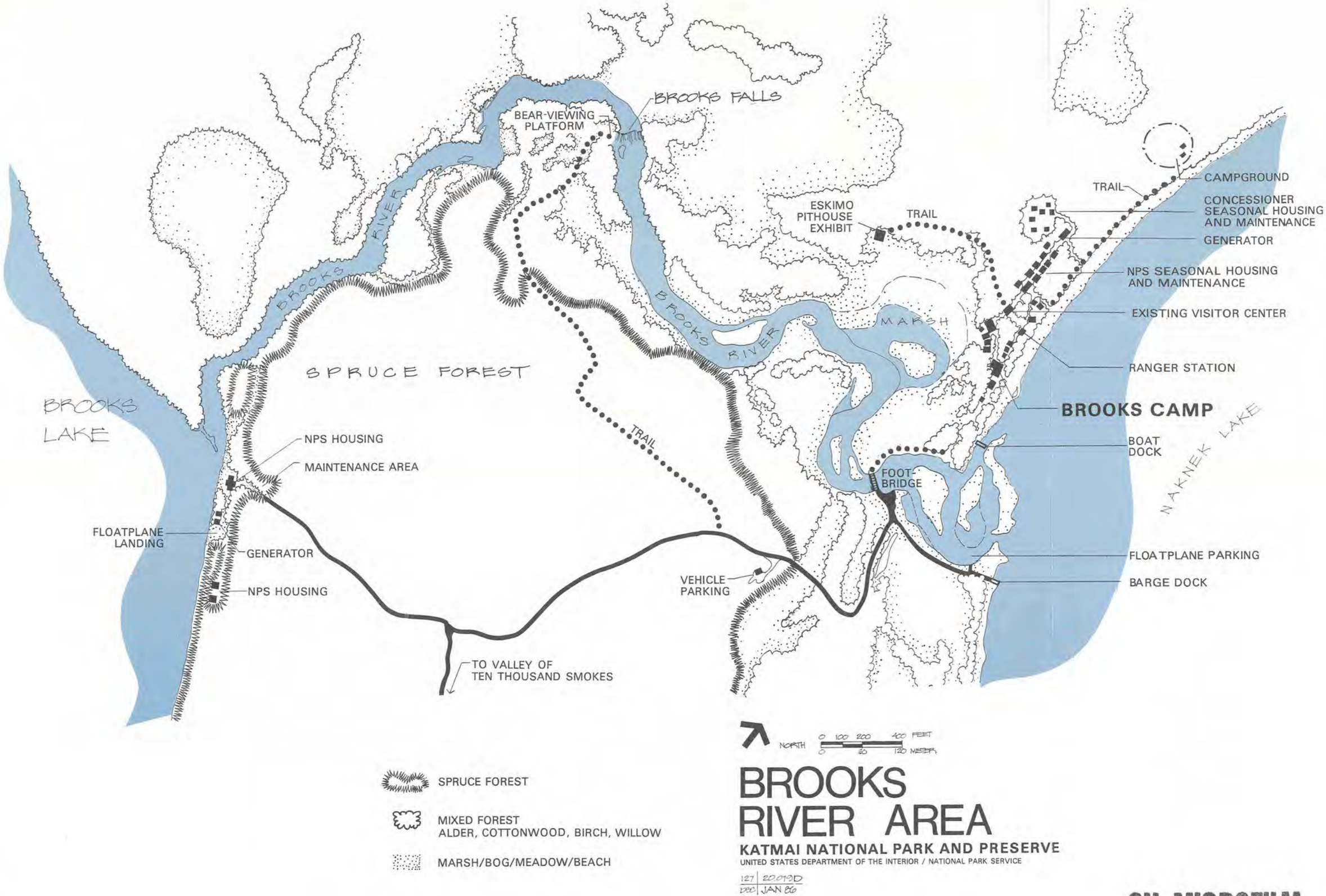
It is clear to NPS managers that the increasing number of people and the seasonal concentrations of bears presents a serious conflict. It is also clear that if visitor use of Brooks Camp continues to increase, the potential for a tragic incident and for irreparable impact on the bear population also increases.

The Draft General Management Plan/Environmental Assessment proposed a phased relocation of all Brooks Camp facilities to reduce the number and frequency of bear/human encounters. Many comments were received on the draft plan both supporting the proposal and pointing to the lack of documented data justifying camp relocation. In view of these comments, as well as the timing of ongoing studies, the Park Service will defer a final decision on this proposal until the results of current studies on bear/human interactions in the Brooks Camp area have been completed.

The National Park Service is committed to taking whatever actions are necessary to limit conflicts between bears and visitors in the Brooks Camp area to an acceptable level. This may include a phased relocation of all or part of the existing facilities. It may also include placing additional restrictions on sportfishing along the Brooks River, including reducing limits or temporarily closing specific areas to human use. The Park Service will cooperate with local advisory committees, the Alaska Board of Fisheries, and the Alaska Department of Fish and Game in the development and adoption of sportfishing regulations.

To alleviate current congestion in the Brooks Camp campground, the National Park Service will initiate a reservation system.

To thoroughly review and analyze new visitor facilities at Brooks Camp the Park Service will prepare a development concept plan (DCP). Facilities are needed to accommodate peak demand periods for camping, to reduce bear/human interactions, and to provide storage space, visitor information, and interpretation. This DCP will evaluate the need for, alternative size, capacity, and location of various visitor facilities including an overflow campground, an elevated boardwalk from Brooks Lodge to the south side of the Brooks River, and a new visitor center. The DCP will comply with applicable environmental laws and regulations, and the public will be notified and involved in plan preparation and review.



BROOKS RIVER AREA

KATMAI NATIONAL PARK AND PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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Other Activity Sites

To accommodate existing demand and projected increases in visitor use of the park and preserve, and to minimize visitor impacts, the National Park Service will provide for recreational activities at locations other than Brooks Camp. These activities include the following:

wilderness canoeing excursions on Brooks Lake, in the Bay of Islands, on Grosvenor Lake and River, on Coville Lake, and on Savonoski River

float trips down the Nonvianuk and Alagnak rivers

tundra hiking in the highlands overlooking Angle and Takayoto creeks in the southwestern corner of the park and in the vicinity of Battle Lake

scenic viewing, boating, and wildlife observation around Grosvenor and Coville lakes

sportfishing and river trips

To support additional activities in the Grosvenor Camp area, a primitive camping area (consisting of five sites, a food cache, and a pit toilet) will be established. The specific site will be located so that there will be minimal impacts on wildlife habitat use. The lodge capacity may be increased from eight to 12 beds. Grosvenor Camp will be used as a staging area for concessioner boat trips and fishing excursions. Based from Grosvenor Camp, canoe trips could be made to Bay of Islands by way of a 1-mile portage, and to Grosvenor and Coville lakes. From a modestly expanded development at Grosvenor Camp, more visitors will be able to experience the majestic scenery and wildlife resources around Grosvenor Lake as an alternative to Brooks Camp and the Valley of Ten Thousand Smokes.

At Bay of Islands, a 3-site primitive camping area will be established on the north shore of Naknek Lake. The camp will be accessible by floatplane, motorboat, or canoe/kayak, and it will have a food cache and pit toilet. Rental canoes and kayaks will be available; the canoe rental service will be operated by a private concern. Also a seasonal ranger camp will be established. Visitors may use the camp as a staging area for guided boat trips or for exploring on their own with rented boats. The camp will also be a base for people hiking, boating, and fishing in the immediate area. Canoe trips to Grosvenor Camp could be made, or trips could be made around the Savonoski loop to the Iliuk Arm of Naknek Lake, where a concessioner-operated boat could transport visitors to Brooks Camp or back to Bay of Islands. In the short term, individual camping sites will not be provided at this location. Many users will be with groups, and the backcountry camping facilities will have a maximum capacity of eight people.

Fishing at Nonvianuk Lake and float trips on the Alagnak River are becoming more popular. To support these activities and to minimize the impacts of higher visitation, a three-site primitive camping area will be provided near the lake's outlet. A food cache and pit toilet will be constructed. Facilities will be designed to serve a maximum of eight people.

The tundra highlands in the park and preserve, above 1,000 feet elevation, provide opportunities for overland hiking excursions. The rolling hills above Angle and Takayoto creeks offer especially rich opportunities for the growing numbers of people seeking wilderness adventures. A 3-site primitive camping area will be established near the Yori Pass access point on the road to the Valley of Ten Thousand Smokes. This area will serve as a base camp for day hikers or as a pickup point for backpackers starting on or returning from extended hikes. Visitors wanting to hike in this area can get to the trailhead on vans that currently serve the Valley of Ten Thousand Smokes. The primitive camping area will include a pit toilet and food cache and will be designed to serve groups of up to eight people. The Park Service will inform hikers of bear concentrations that occur in late July and August on the lower portions of Contact, Angle, and Takayoto creeks.

The Valley of Ten Thousand Smokes will continue to be a major attraction, and the concessioner van service will still transport visitors from Brooks Camp. Hikers in the valley will still be able to use the two cabins at Baked Mountain for shelter. The cabins can serve up to eight people.

Lake Camp, because of its proximity to King Salmon and the access road, is a popular activity site for visitors from the King Salmon and Naknek area and accounts for over 75 percent of total park visits. Most of these visitors are day users. Boat launching and docking facilities will be improved to better accommodate this use. Because the area is close to King Salmon and Naknek, a one-mile nature trail and two picnic shelters will be developed. The parking area will be expanded to accommodate 10 vehicles plus four vehicles with boat trailers. Interpretive exhibits will also be added.

Carrying Capacity

The carrying capacity for recreation is the amount and type of use an area can sustain over time without impairing the natural or cultural environment or the visitor experience. Several sites in the park, including the Brooks Camp, American Creek, Big River, Kamishak River, Alagnak River, and Kulik River areas, are currently thought to have visitor use levels that have the potential to impair the visitor experience or natural resources. To prevent any adverse effects, the Park Service will gather baseline information and monitor visitor use and resources in these areas. Actions will be taken to prevent resource degradation.

In other areas of the park where visitor use is generally very low no carrying capacity study is recommended at this time. As the potential is

identified for visitor use levels to compromise the quality of the visitor experience or to degrade the resources of the park, a carrying capacity study will be conducted, and limitations on use levels or activities may be instituted. In areas where the Park Service is providing expanded opportunities for visitors, the Park Service will collect baseline data and will monitor resources and visitor use patterns as use increases.

PARK OPERATIONS

To ensure adequate resource protection and to provide for appropriate visitor services, Katmai will be divided into three management districts. The districts will generally conform to geographic features or management needs and will consist of the central lake area in the park, the preserve, and the coastal/Aleutian Range region. Within these districts, park operations will be strengthened to support visitor activities and to improve resource monitoring and management.

In the central lake district the summer headquarters operation will remain at Brooks Camp. A small seasonal ranger camp will be established at Bay of Islands, and the Grosvenor Camp area ranger station established in 1985 will continue to support visitor use in these areas. The existing Lake Camp ranger station will be replaced and it may be relocated to minimize impacts on key wildlife habitat.

To improve resource protection and public contact along the coast, a seasonal ranger camp will be established at Kukak Bay.

Depending on visitor use patterns and needs, additional seasonal ranger stations may be established in the preserve augmenting the existing ranger camp at the outlet of Nonvianuk Lake.

Wherever practicable and desirable, the National Park Service will locate NPS facilities on native-owned lands, in conformance with ANILCA, section 1306.

Park headquarters, which also functions as the administrative headquarters for Aniakchak National Monument and Preserve, will continue to be located in King Salmon.

The National Park Service is committed to ongoing communication with local area residents, commercial operators, and visitors regarding planning and management for Katmai National Park and Preserve. This communication will be made through meetings and discussions on a regular basis with all affected groups.

Visitor Services

Section 1307 of ANILCA provides that persons who were providing visitor services on or before January 1, 1979, in any conservation system unit established by ANILCA will be permitted to continue providing such services, under certain conditions. Section 1307 also specifies that in

selecting persons to provide any type of visitor service (except sportfishing and hunting guide activities) for any conservation system unit, preference will be given to the appropriate native corporations and local residents. Every effort will be made to carry out these two provisions of ANILCA. Any interpretation of this section will be implemented through rule making and published in the Federal Register.

Concurrent Jurisdiction

In the General Authorities Act of October 7, 1976, Congress set forth the following provisions relating to concurrent jurisdiction: "The Secretary shall diligently pursue the consummation of arrangements with each State, Commonwealth, territory, or possession within which a unit of the National Park System is located to the end that insofar as practicable the United States shall exercise concurrent legislative jurisdiction within the units of the National Park System." Pursuant to this legislation, the National Park Service will request concurrent legislative jurisdiction with the state of Alaska regarding national park units in Alaska. Concurrent jurisdiction will enable authorized park rangers to enforce state laws on park lands.

Cabins

The National Park Service has proposed revisions to the existing regulations contained in 36 CFR 13.17 that deal with cabins and other structures authorized under sections 1303, 1315, and 1316 of ANILCA. The revised regulations would further establish policy, criteria, and procedures for issuing cabin permits as authorized by ANILCA. The proposed regulations have undergone a separate public review process. They were made available for public review on April 3, 1984, with the comment period being extended through January 10, 1985. Three public hearings were held during that time. The National Park Service and the Department of the Interior are in the process of finalizing the regulations at the time of publication of this plan.

The superintendent will maintain an ongoing inventory of the location and description of all cabins located in the park and preserve. As part of the inventory, the cabins will be evaluated for potential historic significance pursuant to the National Historic Preservation Act, as amended in 1980. The National Park Service will actively seek to determine any valid claims within applicable regulations for cabins on federal lands. Unclaimed cabins will be evaluated according to the pattern of public use associated with them since the unit was established. Those that support intermittent compatible activities or authorized local activities without any adverse effects on park and preserve resources or other valid uses will be left standing. For example, public use cabins may be in this category. Such public use cabins will be available for nonexclusive public use, on a first-come, first-served basis or for emergency use. Where determined to be essential for public health and safety and where funding is available, the National Park Service may propose to maintain certain of these cabins. Maintenance by others may

be permitted by the superintendent, but no possessory interest or exclusive use rights will be acquired.

Unclaimed cabins that do not support compatible activities or have adverse effects on park resources or other valid uses may be proposed for removal, in accordance with section 1315(d) of ANILCA and section 106 of the National Historic Preservation Act, as amended in 1980, where applicable. For example, a cabin that regularly attracts recreational visitors to an area during a season of important subsistence use may be proposed for removal. If the National Park Service proposes to remove a cabin, public notice, and congressional notification in the case of public use cabins in wilderness, will be provided.

No new public use cabins are proposed in this general management plan. The construction of public use cabins is an issue that is evaluated through the planning process. New public use cabins will only be constructed after being assessed through an amendment to this plan or the preparation of a new general management plan.

Temporary Facilities

Section 1316 of ANILCA deals with temporary facilities related to the taking of fish and wildlife in national preserves in Alaska--not in parks and monuments. This determination of applicability is based on the legislative history of ANILCA, which indicates that only preserve units of the national park system were covered by section 1316 (Senate Energy Committee Mark-Up, 96th Congress, Oct. 9, 1979, p. 65). Temporary structures in support of subsistence activities are authorized under other authorities (sec. 1303 of ANILCA and 36 CFR 13.17).

In accordance with section 1316(b), the National Park Service has determined that the establishment of new temporary facilities (as defined below) in the preserve would constitute significant expansion of existing facilities and would be detrimental to the purposes for which the preserve was established, including the scenic, wilderness, and other natural values. This determination does not preclude or otherwise restrict authorized hunting and fishing activities in the preserve.

Those facilities to which this ceiling applies are defined as follows (definitions approved by Alaska Land Use Council, February 1982):

> "Temporary facility" means any structure or other man-made improvement that can be readily and completely dismantled and/or removed from the site when the authorized use terminates. This definition should not be construed to include cabins.
>
> "Tent platform" means a structure, usually made of manufactured timber products, constructed to provide a solid, level floor for a tent. Partial walls not exceeding 3 feet in height above the floor may be employed. Only the tent fabric, the ridge pole, and support poles may extend higher than 3 feet above the floor.

"Shelter" means a structure designed to provide temporary relief from the elements. A shelter is characterized as a lean-to having one side open.

"Cache" means a small structure designed and constructed solely for the storage of equipment and food. A cache may be raised on poles to keep supplies away from bears or other animals. Existing regulations cover unattended or abandoned property (36 CFR 13.22).

Section 1313 directs that a national preserve in Alaska be administered and managed as a unit of the national park system in the same manner as a national park with certain exceptions, including the taking of fish and wildlife for sport purposes. In addition, section 203 directs that the preserve be managed under the act of 1916, as amended and supplemented, which states that the primary purpose, among others, of a national park system unit is "to conserve the scenery . . . and leave [it] unimpaired for the enjoyment of future generations." In establishing the preserve, Congress stated in section 202(2) of ANILCA that one of the purposes of the unit is "to protect the scenic features." To further these purposes, the National Park Service has determined that new temporary facilities would constitute a significant expansion and would be detrimental to the purposes of the preserve, including the wilderness character and wilderness area within the preserve, for the following reasons: (1) no temporary facilities currently exist within the preserve; (2) there would be impacts to resources from concentrations of use--e.g., human waste and trash accumulation, soil compaction, loss of vegetation, and wildlife disturbance; (3) there has been no demonstrated need for such facilities; and (4) other more portable options are available, in use, and meeting the need for temporary facilities, etc.

This policy is not intended to limit the use of tents that do not require platforms or other structures, temporary campsites normally a part of recreational outings, or shelters needed in emergency situations. ("Temporary campsite" means a natural, undeveloped area suitable for the purpose of overnight occupancy without modification.)

In the future, if changing use patterns and further analysis indicate that adjustments in this ceiling on temporary facilities are necessary, the National Park Service may propose, with adequate public notice and opportunity to comment, to allow for temporary facilities. In developing such proposals, the Park Service will consider whether adequate alternative means are readily available and whether there is a potential for adverse impacts on park resources and uses, including subsistence.

Staffing

The staffing needs for Katmai National Park and Preserve are as follows (some positions are not currently authorized or funded):

superintendent
chief ranger
facility manager
concession analyst
resource management specialist
district rangers (3)
administrative officer
purchasing clerk
maintenance worker
clerk typists (2)
seasonal rangers (16)
seasonal maintenance workers (9)
seasonal biological and park technicians (2)

The National Park Service will continue to carry out the provisions of ANILCA, section 1308, and the "Departmental Manual," chapter 320, which relate to the hiring of local residents. Furthermore, the National Park Service will work to advance these employees into permanent staff positions as they obtain the necessary experience. This program recognizes the unique lifestyle of Alaska bush residents and is designed to utilize a wide variety of local skills and knowledge for employees working in seasonal and year-round jobs.

Potential Cooperative Agreements

The following are potential cooperative agreements that will be acted upon as necessary:

An agreement for cooperative management with the state of Alaska regarding shorelands, submerged lands, and tidelands.

An agreement for cooperative management with the state of Alaska regarding water rights.

An agreement for cooperative management with the state of Alaska regarding public uses on waterways in Katmai National Park and Preserve. To be pursued only if case-by-case resolution of management issues proves unacceptable to the National Park Service and the state.

An agreement for cooperative management with Bristol Bay Native Corporation, Paug-vik and Alaska Peninsula native corporations for management of 17(b) easements created by the BLM and subsequently transfered to NPS management.

Agreements to manage private lands within the park and preserve boundary in a manner compatible with protection of resource values would provide interim resource protection.

Future Plans and Actions Compliance with Alaska Coastal Zone Management Program (ACMP)

For proposed activities that directly affect the coastal zone the National Park Service will comply to the maximum extent practicable with the ACMP (see appendix G). NPS actions and plans will comply with the terms of the NPS and state memorandum of understanding regarding the process to achieve consistency with the ACMP.

DEVELOPMENT CONCEPT PLANS

Before this general management planning effort was undertaken, the adequacy of the existing King Salmon administrative and visitor information facilities were evaluated. Also the Brooks Camp and Grosvenor Camp areas were analyzed to determine the location of new concessioner facilities. The development concept plans that were approved for these areas are still valid, and they have been incorporated into this management plan. Other recommended development sites will be studied at the same level of detail.

King Salmon

The 1982 Development Concept Plan/Environmental Assessment for King Salmon addresses expanded management needs for Katmai National Park and Preserve and Aniackchak National Monument and Preserve. The plan identifies the need for additional facilities at park headquarters to accommodate the increased responsibilities of NPS staff. Alternatives for King Salmon were considered, and a proposal was recommended.

The proposal calls for four new housing units to be constructed for permanent staff. The existing administration/maintenance building will be converted to a maintenance facility, and a new administration building will be constructed. The National Park Service and the Fish and Wildlife Service are currently studying the feasibility of a joint information center in King Salmon; the center would be managed cooperatively with the Alaska Department of Fish and Game. This facility should be located at or near the King Salmon airport.

Brooks Camp and Grosvenor Camp

In 1981 the National Park Service and the concessioner at Katmai signed a 15-year contract for a variety of concession services. That contract required a number of improvements at Brooks Camp and Grosvenor Camp. At Brooks Camp, the contract provided for new housing for 16 employees, a new maintenance facility, and a new store. Some existing structures are being removed, and the existing dining facility has been renovated. These actions will be completed by fall 1986.

At Grosvenor Camp, a new generator building and a new dining/kitchen facility have been built. The old facilities are being removed.

Table 3: Summary of Actions*

Location	Existing Conditions	Planned Changes
Brooks Camp	Lodging--15 units (60-person capacity)	No change in capacity; possible relocation
	Seasonal ranger headquarters, housing, maintenance, and services	Possibly relocate in phases some or all facilities and possibly establish additional fishing regulations; prepare DCP for an overflow campground, elevated boardwalk, and visitor center
	Campground--21 sites	Establish campground reservation system
Grosvenor Camp and General Vicinity	Lodging--2 units (8-person capacity)	May add 1 unit (4-person capacity)
	Campsites--none	Establish 5-site primitive camping area (12-person capacity) in general vicinity
	Seasonal ranger camp	Replace and possibly relocate seasonal ranger camp
	Housing, maintenance, and services	No change
Bay of Islands	No facilities	Establish 3-site primitive camping area (8-person capacity) and seasonal ranger camp; provide concession-operated rental boat service
Nonvianuk Lake outlet	Seasonal ranger camp	No change; establish 3-site primitive camping area (8-person capacity)
Yori Pass access point	No facilities	Establish 3-site primitive camping area (8-person capacity)
Valley of Ten Thousand Smokes	Staging area, overlook, 1 cabin shelter at Three Forks, 2 shelters at Baked Mountain	No change
Lake Camp	Boat launch, parking area, and seasonal ranger camp	Improve boat launching and docking facilities; add two picnic shelters, interpretive exhibits, and nature trail; improve parking area (10 vehicles plus 4 vehicles with boat trailers)
Kulik, Battle Lake, Nonvianuk Lake, Enchanted Lake--private lodges	Lodging and guide services (total capacity of 40 persons)	Possible limited expansion of these private lodges and camps
Kukak Bay	No facilities	Establish seasonal ranger camp

*See appendix H for development cost estimates.

RESOURCE MANAGEMENT

The resource management plan describes the scientific research, surveys, and management activities that will be conducted in each national park system unit. Information obtained from research described in the resource management plan is used by park managers to better understand the park and preserve's natural and cultural resources, and to make resource-related decisions and funding requests. Resource management plans are evolving documents that respond to the changing requirements of managing a unit's resources. They are reviewed at least once each year and updated as necessary. The most elementary resource management plan is essentially a list of proposed research projects that are required to better understand the resources of a national park system unit. More fully evolved resource management plans may include detailed management strategies for addressing specific resource issues.

A resource management plan is being prepared for Katmai National Park and Preserve. The National Park Service will consult with interested parties, including the state of Alaska, during the preparation and subsequent revisions of the plan. Draft plans will be transmitted to the state and will be available to the general public for a 60-day review and comment period. Adequate notification of the availability of the draft plan will be provided. If significant changes are made in the resource management plan during the annual review, the same public involvement practices as described above will be followed.

NATURAL RESOURCE MANAGEMENT

The emphasis of natural resource management will be to understand, maintain, and protect the ecological processes that are integral to the ecosystems of Katmai National Park and Preserve. Major management objectives for natural resources are to maintain the natural environment unimpaired for future generations. Management decisions and activities will be based on the analysis and evaluation of information obtained through inventories, monitoring, and research.

The following natural resource issues will be addressed as funding and staffing levels permit.

Fish and Wildlife

The National Park Service is mandated by ANILCA and other laws and presidential proclamations to protect the habitat for, and populations of, fish and wildlife within the park and preserve (ANILCA, sec. 202(2), 16 USC 1, and Presidential Proclamations 1487, 1950, 2177, 2564, and 3890). The National Park Service will strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystems. NPS management of fish and wildlife will generally consist of baseline research and management of the human uses

and activities that affect such populations and their habitat, rather than the direct management of resources.

The Alaska Department of Fish and Game, under the constitution, laws, and regulations of the state of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the state; and in accordance with the state constitution, the department manages fish and wildlife using the recognized management principle of sustained yield. Within conservation system units, including Katmai National Park and Preserve, state management of fish and wildlife resources is required to be consistent with the provisions of ANILCA; therefore, some aspects of state management may not apply within the park and preserve.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the park and preserve. A memorandum of understanding between the National Park Service and the Alaska Department of Fish and Game (see appendix I) defines the cooperative management roles of each agency. The "Department of the Interior, Fish and wildlife Policy: State-Federal Relationships" (43 CFR 24) further addresses intergovernmental cooperation in the protection, use, and management of fish and wildlife resources. The closely related responsibilities of protecting habitat and wildlife populations, and of providing for fish and wildlife utilization, require close cooperation of the Alaska Department of Fish and Game, the National Park Service, and all resource users.

Sportfishing is an allowable use in the park; hunting, fishing, and trapping are allowable uses in the preserve (ANILCA, sections 1313 and 1314 and applicable state law). Trapping in national park system units can be conducted only using implements designed to entrap animals, as specified in 36 CFR 1.4 and 13.1(u). ANILCA requires that such harvest activities remain consistent with maintenance of healthy populations of fish and wildlife in the preserve (ANILCA, sec. 815(1)).

Congress recognized that programs for the management of healthy populations may differ between the National Park Service and the U.S. Fish and Wildlife Service because of differences in each agency's management policies and legal authorities; therefore, "the policies and legal authorities of the managing agencies will determine the nature and degree of management programs affecting ecological relationships, population dynamics, and manipulation of the components of the ecosystem" (Senate Report 96-413, p. 233).

The state of Alaska, through the boards of game and fisheries, establishes fishing, hunting, and trapping regulations for the preserve and fishing regulations for the park, consistent with the provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with park and preserve management goals, objectives, and NPS policies.

Section 805(d) of ANILCA authorizes the state to manage the taking of fish and wildlife for subsistence purposes on preserve lands if state laws

are enacted and implemented that satisfy specific criteria in sections 803, 804, and 805 of ANILCA.

Regarding customary and traditional subsistence uses in parks, monuments, and preserves in Alaska, the legislative history of ANILCA states,

> The National Park Service recognizes, and the Committee [on Energy and Natural Resources] agrees, that subsistence uses by local rural residents have been, and are now, a natural part of the ecosystem serving as a primary consumer in the natural food chain. The Committee expects the National Park Service to take appropriate steps when necessary to insure that consumptive uses of fish and wildlife populations within National Park Service units not be allowed to adversely disrupt the natural balance which has been maintained for thousands of years (Senate Report 96-413, p. 171).

Within the preserve units the National Park Service "may designate zones where and periods when no hunting, fishing, trapping, or entry may be permitted for reasons of public safety, administration, floral or faunal protection, or public use or enjoyment" (ANILCA sec. 1313). Additionally, the National Park Service "may temporarily close any public lands . . ., or any portion thereof, to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population" (ANILCA, sec. 816(b)). Except in emergencies, all such closures must be preceded by consultation with the appropriate state agencies. If it becomes necessary to restrict the taking of populations of fish and wildlife in the preserve, nonwasteful subsistence uses will be accorded priority over the taking of fish and wildlife for other purposes.

The state has developed resource management recommendations containing management guidelines and objectives that are generally developed for broad regions. Therefore, some of the guidelines and objectives may not be applicable to the park and preserve. The state has also developed fish and wildlife management plans. The master memorandum of understanding indicates that the Park Service will develop its management plans in substantial agreement with state plans unless state plans are formally determined to be incompatible with the purposes for which the park and preserve were established.

Manipulation of fish and wildlife habitats and populations will not be permitted within the park and preserve except under extraordinary circumstances and when consistent with NPS policy, as described in the master memorandum of understanding. Congressional intent regarding this topic is presented in the legislative history of ANILCA as follows:

> It is the intent of the Committee that certain traditional National Park Service management values be maintained. It is contrary to the National Park Service concept to manipulate habitat or populations to achieve maximum utilization of natural resources.

> Rather, the National Park Service concept requires implementation of management policies which strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystem, and the Committee intends that that concept be maintained (Senate Report 96-413, p. 171).

Aquatic habitat of the park and preserve will be protected to maintain natural, self-sustaining aquatic populations. The introduction of eggs, fry, or brood stocks, and the alteration of natural aquatic habitat, will not be allowed. Artificial stocking of fish in park and preserve waters will be considered only if necessary to reestablish species extirpated by man's activities.

In recognition of mutual concerns relating to the protection and management of fish and wildlife resources, the Park Service and the Alaska Department of Fish and Game will continue to cooperate in the collection, interpretation, and dissemination of fish and wildlife data. The Park Service will continue to permit and encourage the Alaska Department of Fish and Game to conduct research projects that are consistent with the purposes of the park and preserve.

The park's informational programs will inform visitors about the allowable uses of the park and preserve, including consumptive uses of fish and wildlife in the preserve and fish in the park, to prevent or minimize user conflicts. Information will also be provided to visitors about ways to avoid or minimize adverse effects on fish and wildlife populations and their habitats.

Katmai is inhabited by the largest protected population of brown bears in North America, and these bears have had only a relatively short period of association with modern man. Some bears are occasionally aggressive toward people. A past solution in many areas has been to relocate problem bears; however, this procedure has three flaws. First, it does not remedy the situation that led to the problem behavior. While the situation exists, it will likely cause other bears to develop the problem behavior, leading to a continuing need to remove bears from the area. Second, it is difficult to transport a bear far enough to prevent it from returning to the area with which it is familiar. Even if the bear does not return, however, there is a chance that it will simply exhibit the problem behavior somewhere else. Third, removing bears disrupts the social integrity and population-regulating mechanisms of the local population and is an unnatural selective force that would contribute to a genetic shift in the diversity of the population. Therefore, the Park Service will not relocate problem bears.

The objectives of Katmai's bear management plan are to retain a naturally regulated population of brown bears in the park and to preclude the

food-reinforced attraction of bears to people and thereby minimize confrontations between bears and people. The plan provides for (1) informing park visitors about ways to avoid dangerous encounters, (2) ensuring that human food and garbage are not available to bears, (3) monitoring bear behavior in interactions with people, (4) responding to confrontations between bears and people, (5) minimizing human impacts on bear behavior and patterns of habitat use, (6) monitoring bear population levels, and (7) carrying out antipoaching activities. Research is underway to examine factors that influence the behavior of bears toward people and to identify the long-term effects on bears of human activities in the park and preserve.

Katmai embraces major watersheds that provide salmon-spawning habitat vital to the commercial fishing industry, and thus the economy, of the Bristol Bay region. Migrating salmon also represent a unique upstream flow of nutrients into park ecosystems, and they are a critical source of food for a variety of wildlife species. The salmon-spawning habitat will be protected and maintained in its natural condition. The level of escapement into the park and preserve is set by the Alaska Department of Fish and Game.

The Naknek River and Bay of Islands are world-famous for trophy-sized rainbow trout, and rainbow in the 12-15 pound range may be caught. Sportfishing in the park and preserve is regulated by the Alaska Department of Fish and Game, with some more restrictive federal regulations (36 CFR 13.66). Creel censuses, tagging programs, and spawning surveys have been conducted by the Alaska Department of Fish and Game to assess the effects of sportfishing harvest on rainbow trout and the population dynamics and movements of rainbow trout in the Naknek drainage. Regular and continuing creel censuses are needed to monitor harvest of rainbow trout and other fish species. The Park Service will continue to strongly encourage catch-and-release sportfishing, as is currently being conducted by most commercial guides and lodges.

Katmai may be inhabited by the American peregrine falcon, and Aleutian Canada geese may migrate through the park. Information on the habitat requirements and life histories, as well as documentation of sightings, of these two endangered species will be compiled to ensure that management decisions do not adversely affect the species or their habitat.

A fish ladder was constructed at Brooks Falls by the Bureau of Commercial Fisheries in 1949. NPS-sponsored research documenting the unique genetics of sockeye salmon in streams tributary to Brooks Lake and an assessment of the ladder conducted in 1984 strongly suggest that installation of the ladder did not result in significant additional numbers of salmon moving above the falls. Counts made at a weir at the head of Brooks River from 1940 to 1965 show that Brooks Lake escapements (fish that have ascended Brooks Falls) declined both in total numbers (from an average of 153,300 to 55,600) and in the percentage of the total Naknek River escapement (from an average of 30.4 percent to 7.7 percent) during the 16 annual counts after the ladder was constructed. The dramatic

decline in the relative percentage of the total Naknek River escapement entering Brooks Lake after ladder construction, seriously erodes the hypothesis that the ladder has encouraged additional numbers of salmon to negotiate the falls. Records of Brooks Lake escapements indicate that over 360,000 salmon were able to negotiate the falls naturally in 1942 without the assistance of a fish ladder.

In the late 1970s the National Park Service closed the Brooks River fish ladder with flashboards to prevent the water flow from attracting fish into the ladder. The ladder had deteriorated to the point that water flow was causing fish to jump against a concrete wall resulting in their deaths. In recent years, however, bank erosion has permitted salmon to pass through the ladder. Consistent with Park Service policy, the Park Service has proposed that the fish ladder be dewatered and that the site be restored to as natural a condition as possible. Studies conducted by the Park Service and by the U.S. Fish and Wildlife Service indicate that the fish ladder has not significantly enhanced fish passage above the falls. The Alaska Department of Fish and Game wishes to further assess the effects of the fish ladder on salmon escapement. The National Park Service will continue to work with the state to assess the impacts of removing the fish ladder on salmon escapement.

The policy for trash removal in the park and preserve will continue to be "pack in, pack out." Visitors will be informed of the policy and asked to adhere to it.

The removal and disposal of human waste from administrative sites and visitor use sites within the park and preserve will be in compliance with applicable regulations of the Alaska Department of Environmental Conservation and the Environmental Protection Agency.

Inventories and Monitoring

Resource inventories of the coastal uplands, rivers, beaches, and islands will be carried out to identify seasonal variations and geographic distribution of species and habitats. Resources that will be inventoried include physical and biological characteristics of the rivers and beaches, as well as populations and habitats of marine mammals, seabirds, and other coastal wildlife. Inventory information will provide baseline data that will be used to develop a program to monitor areas of potential impact.

This listing of research projects is current at the time of printing of this document; however, proposals and priorities for research projects are reviewed annually and are updated as necessary.

Monitoring efforts will focus on certain species of special interest, primarily endangered/threatened species, avian and mammalian predators, and species that are particularly subject to impact from recreational disturbance, harvest, or commercial/industrial development. Specifically, the species of special interest are peregrine falcon, bald eagle, coastal

seabirds, brown bear, wolf, lynx, mustelids (such as river otter, mink, and sea otter), sea lion, seal, moose, and caribou.

Plant communities of the park will be mapped, and patterns of plant succession will be identified. Species composition of unusual communities, as well as plant/insect and plant/wildlife community relationships, will be examined. Special attention will be given to plants, such as lichens, that are particularly sensitive to environmental degradation. The natural process of revegetation in the Valley of Ten Thousand Smokes will be documented.

A draft plan for monitoring and managing visitor use of the Katmai backcountry has been developed. Visitor activities and impacts will be systematically monitored, using direct observation as well as permittees' reports, so that activities may be modified and maintenance carried out as potential adverse effects are identified.

Natural processes that are fundamental to the ecosystems of Katmai will be identified, and a monitoring program will be established to obtain baseline information and identify human-induced disturbances. Processes to be addressed include nutrient flow and the cycles and trends in air and water quality.

Although the frequency of wildfire in Katmai has historically been low, it is an important process in the perpetuation of natural ecosystems. The park's fire management plan outlines objectives, procedures, and responsibilities for managing fires in Katmai. The overall objective of the plan is to let fires burn except where property or people would be threatened. The National Park Service cooperated in the preparation of and will implement and update the Interagency Fire Management Plan for the Alaska Peninsula, which was completed in 1985.

The continuing volcanic activity of Katmai provides an excellent opportunity to study volcanism and glacier/volcano interactions. Periodic aerial photographic surveys will be carried out to document changing geological features, including the configuration of volcanic vents, the morphology of the ash flow in the Valley of Ten Thousand Smokes, glacier termini, major outwash areas, and river mouths.

The lakes and rivers of Katmai are the basis for a significant part of the commercial salmon fishery that is vital to the regional economy. Most access to the park is water-based, and developments are generally situated adjacent to water bodies. Water quality within the preserve will be maintained in a manner consistent with and under the regulatory programs of the Alaska Department of Environmental Conservation and the Environmental Protection Agency. A systematic program of water-quality monitoring adjacent to developed areas will be developed in cooperation with the Alaska Department of Environmental Conservation to ensure that any effects of human activities on the water environment are detected and minimized. The Department of Environmental Conservation will be consulted before any NPS development occurs, including water facilities, within the park and preserve. The National Park Service, the

Environmental Protection Agency, and the Alaska Department of Environmental Conservation will enforce water quality regulations in the preserve. The resource management plan will address procedures for conducting water baseline studies.

The National Park Service recognizes the potential for fuel and oil spills in inland lakes and rivers and the Shelikof Strait. The sensitive nature of park and preserve resources and the difficulty of containing spills on water make oil and fuel spills of special concern. The National Park Service will work with other federal and state agencies to prepare for the possibility of spills. NPS personnel will receive training in spill reporting and treatment, and the Park Service will acquire at least minimal equipment for spill containment and treatment.

Research will be carried out to identify causes of the seasonal fluctuations in the level of Naknek Lake and the long-term decline in the lake level. Impacts of lake-level changes on water-borne transportation, lake fisheries, shoreline vegetation, and lakeshore development will also be addressed.

Katmai National Park and Preserve is currently classified as a class II airshed under provisions of the Clean Air amendments (42 USC 7401 et seq.). The park and preserve will be managed so as to achieve the highest attainable air quality lands and visibility standards, consistent with the Clean Air Act designation for the respective area and mandates specified by enabling legislation, e.g., ANILCA and the NPS organic act.

No monitoring of air quality on a regular basis is currently done within or adjacent to the park and preserve. The superintendent may request the Environmental Protection Agency, the Alaska Department of Environmental Conservation, or the NPS Air Quality Division to undertake a monitoring program to provide baseline data for future comparisons. The National Park Service, the Environmental Protection Agency, and the Alaska Department of Environmental Conservation will enforce air quality regulations in the park and preserve. The significance of the air quality-related values of Katmai was recognized in the 1980 EPA "Visibility Report" to Congress (Federal Register, June 25, 1980).

Clean air is necessary to protect and maintain the significant natural, cultural, scenic, and scientific values of Katmai unimpaired for the enjoyment of future generations. For example, many plant species that are widespread in the park/preserve are known to be very sensitive to air pollutants. Lichens, in particular, which are among the most highly sensitive species, have a vital role in the productivity of park ecosystems. Also, because inclement weather is common in Katmai, there is substantial value in the opportunity to view scenic vistas during periods of good weather; this opportunity would be compromised by even the slightest amount of fine particulates.

Subsistence Use

Subsistence use of lands and waters is governed by provisions of ANILCA, which allow subsistence activities in the preserve while prohibiting them in the park. Subsistence activities are subject to state and federal regulations. To ensure that the level of subsistence use within the preserve is consistent with the conservation of healthy populations of fish and wildlife, the National Park Service will cooperate with the state of Alaska to monitor the effects of subsistence use.

Interest has been expressed in opening some areas to traditional subsistence activities, particularly the western end of Naknek Lake and its outlet into the Naknek River for fishing, and the newly expanded parklands for hunting and trapping. The intent of Congress is clearly stated in ANILCA sections 202(2), 203, and 816(a), which do not provide for subsistence uses in Katmai National Park. Although the National Park Service is sensitive to the concerns of local people, it cannot support changing the existing subsistence use regulations.

The taking of fish and wildlife for nonwasteful subsistence uses in the preserve is accorded priority over the taking of fish and wildlife for other purposes, such as sport hunting and sportfishing (ANILCA, sec. 804). Any conflicts between subsistence uses and nonconsumptive uses, such as hiking or boating, will be addressed on a case-by-case basis. The National Park Service will seek to resolve all situations of conflicting uses in ways that allow all valid uses to continue.

Section 808 of ANICLA directs the secretary of the interior to appoint subsistence resource commissions for national parks and monuments in Alaska within which subsistence uses are permitted. Katmai National Park does not have such a commission because subsistence uses are not allowed in Katmai National Park (ANILCA sections 202(2), 203, and 816(a)). Katmai National Preserve does not have such a commission because of its designation as a national preserve.

The National Park Service will prepare a subsistence management plan for Katmai National Preserve to provide additional clarification in the management of subsistence uses. This management plan will address the major topics related to management of subsistence, such as shelters and cabins, trapping, access, acquisition of resource and user data, and resolution of user conflicts and possible closures.

The subsistence management plan will be developed in cooperation with all affected parties, including the state of Alaska and the appropriate regional advisory councils. Following adequate notification a draft plan will be available for public review and comment for a minimum of 60 days prior to its approval. Significant revisions to the plan require the same public involvement procedures.

Water Rights

In Alaska two basic types of water rights doctrines are recognized: federal reserved water rights and appropriative water rights. The reservation doctrine established federal water rights on lands reserved, withdrawn, or set aside from the public domain for the purposes identified in the document establishing the unit. State appropriative rights exist for beneficial uses recognized by the state, including instream flows and are applied to lands where federal reserved water rights are not applicable. No appropriative rights (federal or state) have been applied for in the unit.

For waters available under the reservation doctrine, unless the United States is a proper party to a stream adjudication, the National Park Service will quantify and inform the state of Alaska of its existing water uses and those future water needs necessary to carry out the purposes of the reservation. When the reserve doctrine or other federal law is not applicable, water rights will be applied for in accordance with Alaska laws and regulations. In all matters related to water use and water rights, the Park Service will work cooperatively with the state of Alaska.

Shorelands, Tidelands, and Submerged Lands

The Submerged Lands Act of 1953, the Alaska Statehood Act of 1958, and the state constitution provide for state ownership of the water (subject to the reservation doctrine discussed above in the "Water Rights" section), shorelands (the beds of navigable waters), tidelands (lands subject to tidal influence), and submerged lands (lands seaward from tidelands).

Determinations of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. Naknek River, Alagnak River, Nonvianuk River, Nonvianuk Lake, and Kukaklek Lake have been determined navigable by the Bureau of Land Management. Other water bodies may be determined navigable in the future.

The Park Service will work cooperatively with the state to ensure that existing and future activities occurring on these shorelands, submerged lands, or tidelands underlying the waters within and adjacent to the unit boundary are compatible with the purposes for which the unit was created. Any actions, activities, or uses of nonfederal lands that will alter these lands or result in adverse effects on water quality or on the natural abundance and diversity of fish and wildlife species will be opposed by the National Park Service. The National Park Service will manage the park and preserve uplands adjacent to shorelands, submerged lands, and tidelands to protect their natural character.

Additionally, the Park Service recommends that the state close these areas to new mineral entry or to extraction of oil, gas, sand, and gravel resources, and the Park Service will apply to the state for these closures. The National Park Service will also pursue cooperative agreements with the state for the management of lands under navigable water bodies (shorelands), tidelands, and submerged lands.

Management of Watercolumns

ANILCA sections 101 and 201 and 16 USC 1a-2 h and 1c direct the National Park Service to manage all waters within the boundaries of Katmai National Park and Preserve. The state of Alaska has authority to manage water based on the laws cited in the previous section. These laws provide for water management by both the state and the National Park Service.

The National Park Service will oppose any uses of waterways that will adversely affect water quality or the natural abundance and diversity of fish and wildlife species in the unit. The National Park Service will work with the state on a case-by-case basis to resolve issues concerning the use of the various waterways where management conflicts arise. Cooperative agreements for the management of uses on the water will be pursued if a case-by-case resolution of management issues proves unacceptable to the Park Service and the state.

Potential National Natural Landmarks

In 1962 the secretary of the interior established the national natural landmarks program as a survey of natural areas to identify and encourage the preservation of geologic features and biotic communities that best illustrate the natural heritage of the United States. Although no national natural landmarks have yet been designated within Katmai National Park and Preserve, six potential natural landmarks have been identified: Kaguyak Crater, Mount Katmai and Katmai Caldera, Mount Trident, Novarupta Dome, Savonoski Crater, and Valley of Ten Thousand Smokes (Forbes and Stone). Evaluation of these and other potential sites by the National Park Service, may result in their designation as national natural landmarks. All national natural landmarks will be managed to protect those features contributing to their national significance.

Commerical Fishing

Commercial fishing occurs in the Shelikof Strait and commercial and recreational clamming occurs on clam flats along the Shelikof Strait coast. Present levels of commercial fishing and clamming that occur in the Shelikof Strait and on tidelands adjacent to the park and preserve boundary are compatible with park purposes. Commercial fishing or clamming base camps on federal land are not compatible with park and wilderness purposes and are prohibited.

CULTURAL RESOURCE MANAGEMENT

The significant cultural resources in Katmai National Park and Preserve consist of prehistoric and historic archeological sites related to the occupation of the area before the 1912 volcanic eruption. Post-eruption historic resources are neither as abundant nor as significant as

archeological resources because of the 1912 eruption and the natural deterioration of abandoned structures. Those historic structures that have survived are primarily cabins associated with trapping and fox-farming activities in the area. Proposed actions that might affect cultural resources will be scheduled and undertaken in accordance with the park's resource management program. This program is revised annually, or as necessary, to reflect changing preservation needs and management priorities.

A cultural sites inventory (CSI) and a base map have been prepared and will be maintained by the park. The purpose of the inventory is to document the location, description, significance, threats, and management requirements for archeological resources. The base map will be updated as more information is gathered on the location of cultural resources within the park. After professional evaluation, all cultural resources that qualify will be nominated to the National Register of Historic Places. (The National Register is a list of properties that are worthy of preservation and that must be taken into account when federal agencies are planning any undertaking that would affect them.)

Until native land conveyances have been completed, the National Park Service will protect, preserve, and manage all Alaska native historic sites identified under the provisions of section 14(h)(1) of ANCSA as properties eligible for the National Register.

The ongoing identification of areas of sacred and traditional importance to local native Americans will be continued by professional archeologists and anthropologists. All surveys will be coordinated with native organizations, local communities, universities, and state and federal agencies. Measures will be taken to ensure the protection of these properties. Access to Old Savonoski by natives of the region will continue to be ensured by the National Park Service.

Archeological Resources

Several archeological studies were conducted on monument lands before the 1978 expansion. It is reasonably certain that the principal habitation sites on those lands have been located and at least recorded. As a result, the prehistory of the Katmai area is one of the best known cultural sequences in Alaska. Although the archeology of a few areas in Katmai is well known, no detailed overall archeological surveys have been conducted within the park. In addition, lands recently added to the park have not been systematically evaluated for their cultural resource potential.

Archeological resources are important both in terms of concentration and contribution to the knowledge of Alaskan prehistory. The Brooks River archeological district contains 22 sites with 750 house depressions, making it one of the greatest known concentrations of prehistoric houses in Alaska. Katmai is also one of four places known to contain winter houses exhibiting the Arctic Small-Tool tradition. Eight archeological sites in

Katmai are now listed on the National Register of Historic Places. Historic archeological sites are also present within Katmai because of the burial of villages and living areas by volcanic ash and debris; these areas were then abandoned.

Systematic archeological surveys will be carried out to determine the nature and extent of archeological resources within the park. Particular attention will be focused on the 1.5 million acres within the park that have medium to high potential for archeological resources. Major areas to be surveyed include the lakes and waterways of the Naknek drainage, the Alagnak drainage, the Angle Creek drainage, and the Pacific coast north of Hallo Bay. Reports of these surveys will provide an overview of the park's archeological record. Sites will be prioritized by their significance, and recommendations will be made about their future management. Those sites found to meet the criteria will be nominated to the National Register and will be protected to the extent possible.

Any proposed developments will be designed to avoid impacts to the significant known archeological resources of the area. Ground-disturbing activities will be preceded by archeological surveys and testing.

Historic Structures

A 1971 historic resource study by John A. Hussey for Katmai provides a basis for understanding the park's history and its original establishment. The resource study ends with the establishment of the monument in 1918. This study will be updated to include recent land additions and developments.

There are few post-1912 historic structures in the park and preserve. Existing historic structures are related to trapping and fox-farming activities that resumed after the volcanic eruptions. Some cabins scattered throughout the park have been identified but have not been evaluated for their historical significance. Recently, Fure's cabin--a trapper's cabin displaying exceptional construction techniques--has been listed on the National Register of Historic Places. Evidence of the limited return to the area by people after the eruption will be given special attention to ensure its preservation and interpretation for the public. Structures will be evaluated and stabilized, rehabilitated, or recorded as appropriate, based on their condition, accessibility, potential for adaptive use, or cost of rehabilitation. Given the harsh nature of the climate, seriously deteriorated resources will not be rehabilitated, nor will such properties be stabilized or protected from the effects of natural elements.

All abovegrade structures, whether historic or prehistoric, will be included on the park's List of Classified Structures (LCS). This list is an inventory of all historic and prehistoric structures that have archeological, historical, architectural/engineering, or cultural values and in which the National Park Service has or will acquire a legal interest. The list helps NPS managers in the planning for and managing of cultural resources.

LAND PROTECTION PLAN

SUMMARY

Current Ownership, including the Alagnak Wild River (in acres):	
Federal (including 33,438 acres of selections by native corporations and individuals; not all selections expected to be conveyed because they exceed total acreage entitlements)	3,975,231
Nonfederal	148,844
Total	4,124,075
Acres Remaining to be Protected:	
State (including 26,740 acres outside the park boundary)	76,935
Shorelands/Tidelands/Submerged Lands (navigable waters)	78,199
Small tracts*	180
Allotment applications (pending)	1,637
Allotment applications (conveyed or approved)	2,611
Village corporation (conveyed)	20,276
Regional corporations (conveyed)	940
Village and regional corporations (overlapping selections)	4,932
Mining claims	60
Method of Protection Proposed:	
Fee acquisition	
by exchange	113,578
by relinquishment	550
by purchase	199
Less-than-fee acquisition	4,497
Alaska Land Bank	11,915
Agreement	78,350
Statutory Acreage Ceiling:	None
Funding Status as of December 1985	
Authorized acquisition ceiling	None
Appropriated to date	0
Obligated to date	0
Unobligated balance	0

Top Priorities:

Fee-simple acquisition of state lands through land exchange to protect wildlife.

Fee-simple acquisition of the allotment at Brooks Camp, if conveyed to the claimant, to manage visitor use.

Acquisition of three mining claims to prevent mineral development that would adversely affect resources.

Fee-simple acquisition of three parcels owned by the Russian Orthodox Church to prevent commercial development and loss of cultural resources.

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*Private lands in parcels less than 150 acres in size.

INTRODUCTION

In May 1982, the Department of the Interior issued a policy statement for agencies using the federal portion of the Land and Water Conservation Fund. This policy requires that each agency using the fund, in carrying out its responsibility for land protection in federally administered areas, will

> identify what lands or interests in lands need to be in federal ownership to achieve management purposes consistent with public objectives
>
> use to the maximum extent practical cost-effective alternatives to direct federal purchase of private lands, and when acquisition is necessary, acquire or retain only the minimum interests needed to meet management objectives
>
> cooperate with landowners, other federal agencies, state and local governments, and the private sector to protect land for resource conservation or manage it for public use
>
> formulate, or revise as necessary, plans for land acquisition and resource use or protection to ensure that sociocultural impacts are considered and that the most outstanding areas are adequately managed

In response to this policy, the National Park Service requires that a land protection plan be prepared for each unit of the national park system that contains private or other nonfederal land or interest in land within its authorized boundary.

The guiding principle of each land protection plan is to ensure the protection of that unit of the national park system, consistent with the stated purposes for which it was created and administered. Land protection plans are prepared to accomplish the following:

> determine what lands or interests in lands need to be in public ownership and what means of protection other than fee acquisition are available to achieve the unit purpose as established by Congress
>
> inform landowners about NPS intentions to buy or protect land within the unit through other means
>
> help managers identify priorities for requesting and allocating funds to protect land and unit resources
>
> find opportunities to help protect the unit by cooperating with state or local governments, landowners, and the private sector

The major elements to be addressed by this plan include (1) the identification of nonfederal lands within the unit's boundaries that need to be protected; (2) the minimum interest in those lands that the National

Park Service must acquire; (3) the recommended means of acquiring the land or an interest in it; (4) priorities for protection to ensure that available funds are used to protect the most important resources; (5) impacts of implementing the land protection plan on local residents; (6) the amount, type, and density of private use or development that can take place without harming unit resources; and (7) external activities that have or may have effects on unit resources and land protection requirements.

Specific land protection issues that are addressed by this plan are the management of visitor use and access, protection of wildlife populations and spawning habitat, protection of cultural resources, and protection of wilderness character and scenic views. The land protection plan will be reviewed every two years by the superintendent to determine if revisions are required.

The superintendent will maintain current land status information, which will be available for review at the park headquarters. If the plan requires revision other than routine updating of land status information, all affected landowners and the general public will be notified and provided a 60-day public comment period.

This plan does not constitute an offer to purchase land or interest in land; neither does it diminish the rights of nonfederal landowners. The plan is intended to guide subsequent land protection activities subject to the availability of funds and other constraints.

PURPOSE OF THE PARK AND RESOURCES TO BE PROTECTED

Significance and Purpose of the Park

As units of the national park system, Katmai National Park and Preserve and the Alagnak Wild River are to be managed "to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations" (16 USC 1). Under the provisions of ANILCA, the park and preserve are established "to protect habitats for, and populations of, fish and wildlife, including but not limited to, high concentrations of brown bears and their denning areas; to maintain unimpaired the water habitats for significant salmon populations; and to protect scenic, geological, cultural, and recreational features." The significance of the park and preserve are further described in the "Introduction" to this document.

Resource Description

The landscape of Katmai has been shaped by volcanism and glaciation. The Valley of Ten Thousand Smokes, Novarupta, Katmai Caldera, and many other volcanic features testify to the cataclysmic eruption of 1912, and many of the mountains of the Aleutian Range are active volcanoes.

Large glaciers in the past carved the landscape of the present-day lake system. The watersheds of the park and preserve provide spawning habitat for salmon, and the commercial salmon fishery in Bristol Bay is vital to the regional economy. The watersheds also provide habitat for various other fish species. The wildlife habitats of the park and preserve support a variety of species, including the largest protected population of brown bears in North America.

Cultural resources of the unit include three archeological districts and five archeological sites nominated to or listed on the National Register of Historic Places. Cabins and other structures and ruins stand as evidence of changing lifestyles after Russian contact with natives and the subsequent immigration of Europeans.

More detailed information on natural and cultural resources of the park and preserve is included in "The Environment" part of this document.

Legislative Authorities

ANILCA provides a general framework for land protection for the newly established conservation units in Alaska. Section 1302 provides the general authorities for land acquisition (see appendix J). The secretary of the interior is authorized to acquire by purchase, donation, exchange, or other means any lands or interests in lands within the park, preserve, or wild river corridor. However, any lands or interests in lands owned by the state and local governments or by native village and regional corporations may be acquired only with the consent of the owners. In addition, lands owned by natives that have been allotted under ANCSA and who received title to the surface estate of lands from a village corporation as a primary place of residence, business, or subsistence campsite (sec. 14(c)(1)), or from the secretary of interior as a primary place of residence (sec. 14(h)(5)), may be acquired only with the consent of the owner. However, if the secretary determines that the land is no longer being used for the purpose for which it was conveyed and that the use is or will be detrimental to the purposes of the park, preserve, or national wild river, then it may be acquired without consent of the owner.

Native allotments or other private small tracts may be acquired without consent only after an exchange of other lands of similar characteristics and like value, if available from lands outside the unit's boundaries, is offered and the owner chooses not to accept the exchange. Exchanges may be complicated by present selections and past conveyances of lands within the state, and by the lack of suitable substitute lands.

No improved property will be acquired without the consent of the owner unless such acquisition is necessary for the protection of resources or for the protection of those values listed in ANILCA. When an owner of improved property consents to exchange lands or to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential and recreational use for a period of up to 25

years or life by agreement with the National Park Service (ANILCA sec. 1302(c), see appendix J).

Sections 1302(i)(1) and (2) of ANILCA authorize the secretary of the interior to acquire, by donation or exchange, state-owned or validly selected lands that are contiguous to the park or preserve. Any lands so acquired will become part of the unit without reference to the 23,000-acre restriction on minor boundary adjustments as defined in section 103(b).

Section 103(c) states that only the public land within the boundaries of a conservation system unit shall be deemed to be included as a portion of the unit. State, native, and other private lands within the boundaries are not subject to regulations that apply solely to federal lands. If conveyed to the federal government under the provisions cited above, such lands will become part of the unit and become subject to those federal regulations.

In addition to complying with the above legislative and administrative requirements, the National Park Service is required to administer the area as a unit of the national park system pursuant to the provisions of the act of August 25, 1916 (39 Stat. 535), as amended and supplemented (16 USC 1 et seq.), and in accordance with the provisions of 36 CFR and other applicable laws and regulations. The National Park Service has proprietary jurisdiction over the federally owned lands in the park, preserve, and wild river corridor.

Resource Management and Visitor Use Objectives

Major resource management objectives are the protection and maintenance of natural ecosystems (including coastal wildlife, spawning habitat for anadromous fish, and brown bear habitat), the protection of scenic geological, cultural, and recreational features, the identification and protection of archeological and historical resources, and the preservation of the wilderness character of the park, preserve, and wild river. Visitor use objectives include providing for visitor enjoyment and appreciation of the area, consistent with the natural and cultural resource values. The complete management objectives are included in appendix C.

LANDOWNERSHIP AND USES

Approximately 3,975,231 acres (96 percent) of the park, preserve, and wild river are federally owned, and 148,844 acres (4 percent) are nonfederally owned. Native corporations and individuals have applied for 33,436 acres of federal land. The various ownerships are shown in table 4 and on the Land Status map.

Table 4: Current Landownership*

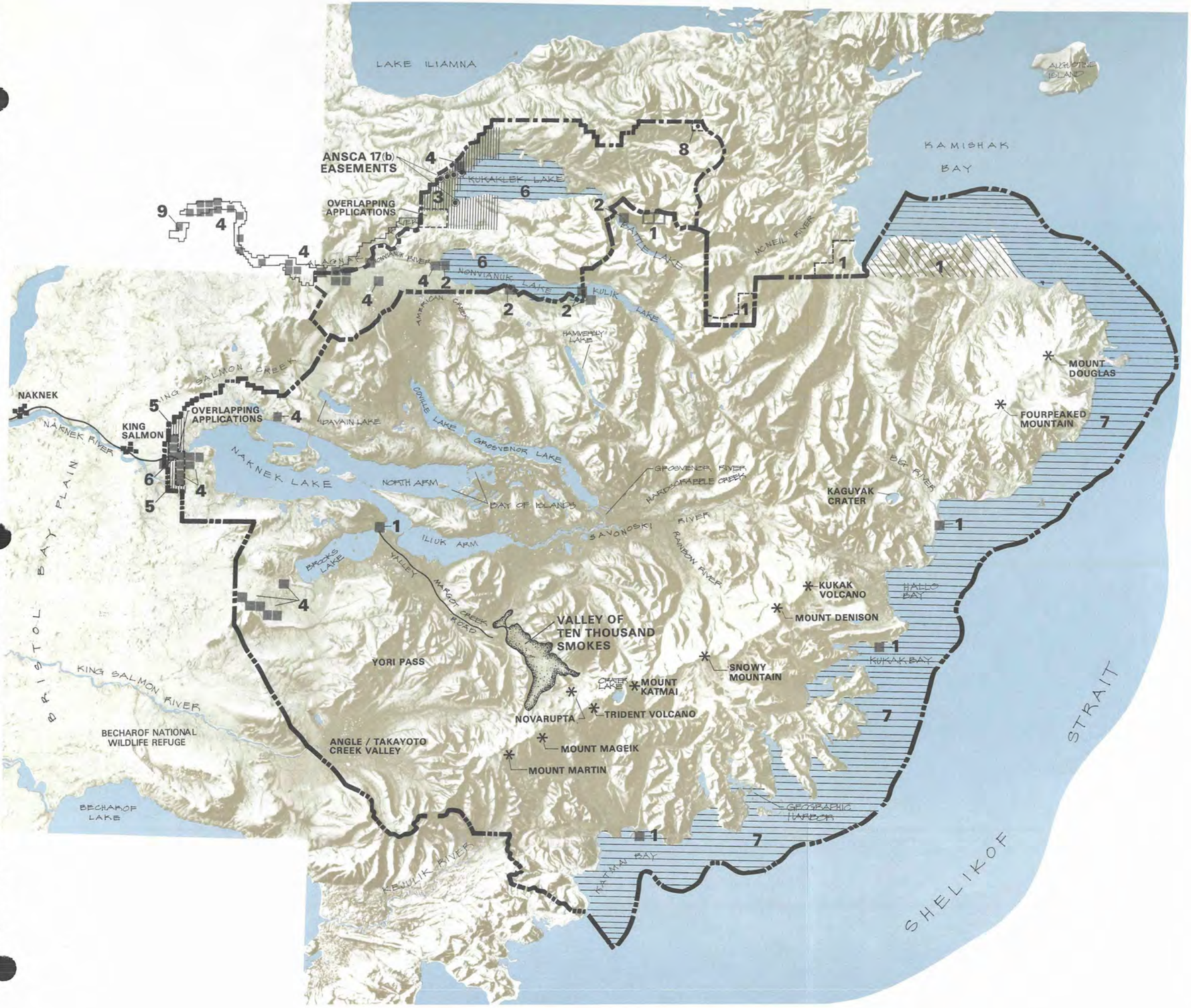
Existing Ownership	Acres
Federal (includes selected lands)	3,975,231
State	50,195
State--Shorelands/Tidelands/Submerged Lands (Navigable Waters)	78,199
Village Corporation (conveyed)	16,559
Regional Corporation (conveyed)	940
Small Tracts (patented)**	180
Allotments	2,771
Total	4,124,075

Native Land Applications	
Allotments	1,827
Village Corporation Selections	26,677
Village and Regional Corporations (overlapping selections)	4,932
Total	33,436

Shorelands/Tidelands/Submerged Lands (Navigable Waters)	
Naknek River	464
Alagnak River	3,230
Nonvianuk River	425
Nonvianuk Lake	32,805
Kukaklek Lake	41,185
Swikshak Lagoon	90
	78,199

*Acreages are approximate and subject to change as various conditions affecting land status are resolved (for example, navigability determinations; state and native land conveyances, rejections, or relinquishments; rights-of-way, easements, and small tract adjudication) and as surveys are completed.

**Private lands in parcels less than 150 acres.



ANSCA 17(b) EASEMENTS

STATE-OWNED
STATE-OWNED SHORELANDS, SUBMERGED LANDS AND TIDELANDS

STATE LAND

NATIVE REGIONAL CORPORATION
APPLICATION / PATENT

NATIVE VILLAGE CORPORATION
APPLICATION / PATENT

SMALL TRACT ENTRY

UNPATENTED MINING CLAIM

1–9 PROTECTION PRIORITIES

PRESERVE BOUNDARY

PARK BOUNDARY

ALAGNAK RIVER BOUNDARY

NOTE: LAND STATUS IS SUBJECT TO CHANGE AS VARIOUS CONDITIONS AFFECTING LAND STATUS ARE RESOLVED (FOR EXAMPLE, NAVIGABILITY DETERMINATIONS; STATE AND STATE AND NATIVE LAND CONVEYANCES, REJECTIONS OR RELINQUISHMENT; RIGHT-OF-WAY, EASEMENT, AND SMALL TRACT ADJUDICATION). BEDS OF INLAND NAVIGABLE RIVERS AND LAKES, TIDELANDS, AND SUBMERGED LANDS BENEATH MARINE WATERS ARE STATE OWNED.

NORTH 5 0 5 10 15 MILES
5 0 5 10 15 20 KILOMETERS

LAND STATUS AND PROTECTION PRIORITIES

KATMAI NATIONAL PARK AND PRESERVE
UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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DEC | SEPT. 86

ON MICROFILM

Ownership of Nonfederal Lands

Current land uses of the approximately 182,280 acres of nonfederal land and lands selected by native corporations and individuals within the park, preserve, and wild river corridor include the following:

several individual native allotments and claims, located primarily along the Nonvianuk River, near the west end of Naknek Lake, and near the southwest end of Brooks Lake, which have either no development or a small number of structures for private use by the allottees and their families

one individual native allotment application for the site of Brooks Lodge and its surroundings, which is currently in litigation

three unpatented lode claims, located northeast of Battle Lake, that are currently undergoing validity determination

three parcels located on the coast and patented by the Russian Orthodox Church in America, which are currently undeveloped

patented land at Lake Camp, on the west end of Naknek Lake, that has been subdivided into lots on which cabins have been constructed

an area west of Naknek Lake, including subsurface rights, which has been conveyed in part to Paug-vik (Naknek) and Alaska Peninsula (South Naknek) village corporations; subsurface rights owned by the Bristol Bay Native Corporation

an area on the southwest side of Kukaklek Lake, including subsurface rights, which has been conveyed in part to Igiugig Village Corporation--a 50-foot-wide easement from the lake to the west boundary of the preserve and a 1-acre easement at the foot of Kukaklek Lake were reserved for public use and access

an area in the northeast corner of the preserve, including subsurface rights, which has been conveyed to the Bristol Bay Native Corporation

a selection by the Levelock Village Corporation (surface rights) with Bristol Bay Native Corporation (subsurface rights) near the west end of the Alagnak Wild River

five parcels, including two at Kulik Lake, one at Nonvianuk Lake, and one at Battle Lake patented to Katmailand, Inc., and one parcel at Enchanted Lake patented to Richard Matthews--an airstrip is partially situated on one parcel at Kulik; sportfishing lodges have been established on the other parcels

an area on the north side of Cape Douglas that is owned by the state and administered by the Alaska Department of Natural Resources

shorelands, tidelands, and submerged lands within the park, preserve, or wild river boundary, which are owned and administered by the state of Alaska--the Submerged Lands Act of 1953 and the Alaska Statehood Act of 1958 provide for state ownership of the beds of navigable waters to the "ordinary high water mark"; identification of navigable waters by the state and the Bureau of Land Management is currently underway

The state of Alaska contends that certain rights-of-way are valid under RS 2477 (see discussion in the "Access and Circulation" section). The validity of these rights-of-way has not been determined. Any valid rights-of-way will be included in future land protection plans as nonfederal interests and appropriate protection strategies will be identified.

17(b) public use easements exist on native lands within the Katmai National Preserve. See the "Access" subsection in the "Environment" section and the plan for further discussion of public use easements.

Existing and Potential Uses of Nonfederal Lands

Small parcels are currently used for private residential, recreational, and subsistence purposes. Lodges are used commercially as bases for sportfishing activities. Although located in the park, Paug-vik, and Alaska Peninsula village corporation lands and state-owned lands are used for sport hunting. Portions of the Paug-vik allotment are being subdivided, and one commercial sportfishing lodge has been constructed.

The National Park Service is required to examine existing and potential uses of nonfederal lands within the park and preserve to determine if these uses are compatible with the purposes for which the park was established (ANILCA section 1301). For example, one of the purposes Congress assigned for Katmai National Park and Preserve is the protection of wildlife habitat and, in particular, brown bear populations. The National Park Service must attempt to ensure that uses on federal and nonfederal lands within the park and preserve do not cause harm to wildlife habitat or brown bear populations. If a private landowner were to subdivide his property and sell parcels for recreational development so that extensive brown bear habitat or populations were harmed, this would be contrary to the purpose of protecting brown bears and would be an incompatible use of private land in the park and preserve.

The following compatible and incompatible uses of nonfederal lands in the park are presented to publicly inform landowners about what uses of nonfederal lands are generally compatible with the purposes of the park and what uses will cause the National Park Service to initiate actions to protect park resources and values. These lists are intended to serve as general guidelines for both park managers and nonfederal landowners. Because all possible uses of nonfederal lands cannot be anticipated, and other compatible and incompatible uses may exist, the following cannot be all-inclusive.

Compatible Uses. Many current or potential uses of nonfederal land may be compatible with the purposes and values of the park, preserve, and wild river. Compatible uses include the following:

private use of nonfederal lands for small-scale residential, recreational, or subsistence activities that do not adversely affect wildlife or other natural and cultural values of the park or preserve

repair, replacement, or modification of existing structures, as long as the size and character are similar to other structures in the area

construction of new residential structures, as long as the size and character are similar to other structures in the area

continued operation of small-scale commercial facilities that provide public accommodations and services consistent with the protection and maintenance of ecological, cultural, and wilderness values

Potential Incompatible Uses. Potential uses of nonfederal lands that are incompatible with the ecological, cultural, wilderness, and recreational values of the park, preserve, and wild river include the following:

contamination of other surface waters or groundwater

construction of access roads, airstrips, and other surface disturbances that disrupt drainage patterns, accelerate erosion, and increase runoff and sediment loads

activities that adversely affect wildlife or habitat

activities that damage or contribute to the damage of archeological or historical resources

impairment of the wilderness character or scenic quality of the park and preserve

blocking of public access for recreational use

new commercial development or significant expansion of an existing commercial facility

External Conditions Affecting Land Protection

ANILCA section 103(b) provides for minor boundary adjustments of up to 23,000 acres. Section 1302(i) authorizes acquisition by donation or exchange of state-owned or state-selected lands that are contiguous to a conservation unit. Except for these provisions, the National Park Service cannot acquire interests in lands outside the unit. Nevertheless, the use of lands outside the unit can affect the integrity of resources as well as the quality of visitor experiences within the unit: in a positive way if the uses are harmonious with the unit's mission, or in a negative way if

they conflict with or detract from it. Therefore, methods other than acquisition must be used to protect park values from threats occurring adjacent to park boundaries.

The Bristol Bay Area Plan for State Lands documents a variety of land uses that could potentially occur on lands surrounding Katmai. Lands adjacent to Katmai are used for fish and wildlife habitat and for recreational, subsistence, and commercial activities. The landownership patterns around Katmai consist primarily of state-selected lands and lands in federal ownership (U.S. Fish and Wildlife Service and Bureau of Land Management). A few tracts abutting the park, preserve, and wild river corridor are native-selected or conveyed lands.

Programs and activities on adjacent lands that could affect Katmai include proposed oil and gas exploration and development in Shelikof Strait and Bristol Bay, upland leasing for oil and gas exploration, mineral exploration and development, proposed trans-peninsula pipeline corridors, regional transportation corridors, aquaculture proposals in Cook Inlet and Bristol Bay, land disposal and subdivision, commercial fishing, sportfishing, sport hunting, and subsistence activities.

Future land uses and resource management practices adjacent to Katmai have the potential to influence park resources, management operations, and the level and character of park visitation. The National Park Service will continue to monitor and participate in land use planning activities in the upper Alaska Peninsula.

A boundary adjustment has been proposed as part of the Bristol Bay Regional Management Plan to delete lands in the upper Kejulik river drainage from Katmai National Park and to include those lands in the Becharof Wildlife Refuge. The National Park Service will continue discussions with the U.S. Fish and Wildlife Service about potential land exchanges throughout the state.

Another proposed boundary adjustment is either an exchange of a portion of the 1978 western boundary extension or a redesignation of a portion of the 1978 western boundary extension as preserve so that hunting for moose and caribou may be allowed. The National Park Service will continue discussions with the state and other federal agencies on this and other land exchanges.

Two small parcels (26,740 acres) of state lands adjacent to the northeastern park boundary are managed by the Alaska Department of Natural Resources. This area has been open to sport hunting, including the taking of brown bears. Recently, the Alaska Board of Game closed the area to brown bear hunting. The Park Service will seek to acquire these lands through a land exchange to ensure long-term protection of brown bear population habitat.

Road access to Lake Camp from King Salmon is provided by a 10-mile gravel road. Approximately 3 miles of the road are within the park boundary and less than ¼ mile is on NPS-managed land. The Lake Camp

road is not part of the state highway system. It was built by the Department of the Air Force. The Park Service will be involved in any future planning for the Lake Camp road and will work with area landowners, the Department of the Air Force, the Alaska Department of Transportation, and the Bristol Bay Borough to ensure that road access at Lake Camp continues.

Past Acquisition Activities

Number of tracts of land acquired: 0

Number of tracts acquired through condemnation or declaration of taking: 0

Number of land easements acquired: 0

Number of improvements acquired: 0

Present acquisition ceiling: None

Amount of funds appropriated for acquisition: 0

Sociocultural Characteristics

There are two very general patterns in the relationship between the private lands in the park, preserve, and wild river corridor and their local sociocultural context. Most of the small tracts are owned or claimed by local people who now or in the past have used these sites as a part of their subsistence lifestyle. Although commercial fishing in Bristol Bay dominates activities in the summer months and is the mainstay of the regional economy, activities during much of the remainder of the year focus on trapping, hunting, or subsistence fishing. Other privately owned lands in the unit support the rapidly growing visitor-service industry. Several operations are long-established businesses with complex infrastructures; others are new and actively attempting to expand their clientele. Significantly, some small tracts in the first category are being converted to commercial visitor use establishments, and this trend is expected to continue for some time.

PROTECTION ALTERNATIVES

Several alternative methods are available for protecting the values of the park and preserve from potentially damaging activities on nonfederal lands. Each alternative is analyzed for its applicability, effectiveness, and sociocultural impacts on nonfederal landowners and communities. No single land protection method would be best for all nonfederal lands within the boundary. A combination of alternatives could be used to obtain the minimum interest necessary to achieve the purposes of the park and preserve.

Existing Regulations

Private resource development activities on private, state, and federal lands must meet applicable state and federal environmental protection regulations. These regulations are cooperatively enforced by the Alaska Department of Environmental Conservation and Department of Natural Resources, the Environmental Protection Agency, and the National Park Service.

Regulations can control activities on small private tracts, native corporation lands, mining claims, and state lands. Existing regulations, however, generally do not prohibit uses that are inconsistent with the purposes of the park and preserve; they usually only mitigate impacts, not eliminate them. Therefore, regulations would probably not achieve the purposes of the park and preserve.

The enforcement of state and federal laws and regulations can prevent or minimize harm to certain natural and cultural resources in the park and preserve, but such laws and regulations do not prohibit all activities that might adversely affect the park and preserve. For example, a large-scale mineral development or recreational subdivision could adversely affect the preserve and would be allowable under federal and state laws.

Federal Authorities. Mining activity in areas of the national park system is governed by Public Law (PL) 94-429 as implemented through regulations in 36 CFR 9A.

Affirmative responsibilities for the preservation of cultural resources by federal agencies is established by Executive Order 11593 ("Protection and Enhancement of the Cultural Environment," May 13, 1971) and PL 96-515, section 110 (National Historic Preservation Act of 1966, as amended, December 12, 1980). Agencies are directed to identify, consider, preserve, and positively use cultural resources to achieve the following objectives:

> Foster conditions, through measures including financial and technical assistance, under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations.
>
> Provide leadership in the preservation of the prehistoric and historic resources of the United States and of the international community of nations.
>
> Administer federally owned or controlled prehistoric and historic resources in a spirit of stewardship for the inspiration and benefit of present and future generations.
>
> Contribute to the preservation of nonfederally owned prehistoric and historic resources and provide encouragement to organizations and individuals undertaking preservation by private means.

Encourage the public and private preservation and compatible use of historic structures.

Assist state and local governments and the National Trust for Historic Preservation to expand and accelerate their historic preservation programs and activities.

Section 106 of the National Historic Preservation Act of 1966, as amended, requires federal agencies to take into account the effects of federally assisted undertakings on properties listed on or eligible to be listed on the National Register of Historic Places, and to give the Advisory Council on Historic Preservation an opportunity to comment on such undertakings.

The Archeological and Historic Preservation Act of 1974 (PL 93-291, 16 USC 460) calls for the preservation of historic and archeological materials and data that would otherwise be lost as a result of federal construction or federally licensed or aided activities. Protection methods available to the secretary include data recovery or in situ preservation.

The Archeological Resources Protection Act of 1979 (PL 96-95, 16 USC 470aa) further protects historic, prehistoric, and archeological properties on federal and Indian lands by providing criminal and civil penalties against unauthorized use and destruction of those properties.

The Coastal Zone Management Act (PL 92-583, as amended) establishes a national policy and develops a national program for the management, beneficial use, protection, and development of the land and water resources of the nation's coastal zones. While this act establishes national goals for coastal zones, it also provides substantial state discretion in interpreting and achieving its goals. The Alaska state program has been approved by the Office of Coastal Zone Management, and federal activities affecting the state's coastal zone will comply with the state program to the maximum extent practicable. The provision applies not only to federal construction, but also to permits, licenses, and grants.

A coastal management program has been approved for the Bristol Bay Coastal Resource Service Area, which encompasses the Alagnak Wild River and most of Katmai. Its goal is to achieve wise use of the land and water resources of the coastal area, balancing ecological, cultural, and economic values so as to maintain and protect coastal resources for the beneficial use and enjoyment of this and future generations. Activities occurring on federal lands that directly affect state coastal resources are subject to federal consistency determinations. The program's objectives most related to the mission of Katmai and the protection of its resources are as follows:

Ensure that development activity occurs in a manner that has no, or minimal, impact on important fish and wildlife populations.

Encourage the development of community land use planning efforts so that they may expand in a careful manner; avoid the creation of new communities.

Ensure that state, federal, and native lands made available for private development are thoroughly evaluated and shown to be physically capable of supporting the intended use.

Identify areas of high recreational value and use, and ensure that these areas retain the unique qualities that resulted in their identification.

Ensure that public access to recreational areas is maintained.

State and Local Authorities. The Anadromous Fish Act (AS 16.05.870) provides protection for specific rivers, lakes, and streams or sections of them that are important for the spawning, rearing, or migration of anadromous fish. A number of water bodies in the unit, including Brooks River, the Alagnak River, and the Nonvianuk River, are designated anadromous fish streams that are specifically protected by this act. The act requires any person or governmental agency that desires to construct a hydraulic project, or to use, divert, obstruct, pollute, or change the natural flow or bed of a specified river, lake, or stream, or to use wheeled, tracked, or excavating equipment or log-dragging equipment in the bed of a specified river, lake, or stream to notify the commissioner of the Department of Fish and Game of this intention and to receive approval from that department before beginning the construction or use.

Alternative Means of Land Protection

Agreements. Agreements are legal instruments defining arrangements between two or more parties. An agreement can provide for the exchange or transfer of services, funds, or benefits. Some of the elements that could be addressed in an agreement for land protection include

access for resource management activities
routine maintenance or restoration
enforcement of resource protection laws
other law enforcement
joint review of permit applications
interpretive services

Advantages of agreements include their flexibility, relatively low cost, and ability to establish cooperative arrangements for management. Disadvantages include the ability of one party to terminate the agreement on short notice and the lack of permanent protection.

Specific effects would depend upon the terms of the agreement. Because by definition most of the interested parties would agree with its terms, it is unlikely that an agreement would have any negative or adverse effects.

Agreements are likely to be most effective for lands owned by entities other than individuals. These include corporations, state or local governments, federal agencies, and nonprofit organizations. Agreements are more likely to be workable with these groups than with individuals

because organizations often have the necessary staff, equipment, and financial resources to develop a worthwhile agreement in the first place and then to carry out the terms of the agreement over a long period of time.

Agreements are appropriate and effective when both parties have similar or compatible management objectives. They can be used as interim protective measures when long-term goals cannot be immediately achieved. The expenditure of federal funds to provide permanent facilities under potentially short-term cooperative agreements is generally prohibited.

Alaska Land Bank. Section 907 of ANILCA established the Alaska Land Bank program to provide legal and economic benefits to native landowners and to provide for the protective maintenance of nonfederal lands, particularly where the lands relate to conservation system units. Land bank agreements may contain provisions such as the landowner's responsibility to manage land in a manner compatible with the planned management of the unit. The superintendent's responsibility is also defined. It may include technical and other assistance such as fire management, trespass control, resource and land-use planning, and other services, with or without reimbursement as agreed upon by the parties involved. Native corporation lands (but not native allotments or small patented tracts) would be immune from adverse possession, real property taxes, and assessments when included in the land bank. They would also be immune to judgment in any action of law or equity to recover sums owed or penalties incurred by any native corporation or group or any officer, director, or stockholder of the corporation or group. Land bank agreements may be particularly important in cooperating with native corporations that own large tracts of land in and adjacent to conservation system units. Sociocultural impacts and effectiveness are essentially the same as for agreements.

Coordination with Other Agencies. Actions by federal and local agencies to permit, license, or provide financial assistance may have significant effects on resources of the park, preserve, or wild river corridor. Under provisions of the National Environmental Policy Act, major federal actions are subject to public review processes to ensure adequate consideration of possible effects on the environment. The coastal zone management program also provides opportunities for review of permitting and funding activities that may have a significant effect on resources of the park, preserve, or wild river corridor. Actions of special concern include federal grants, loans, and loan guarantees for new development, road improvements, pipeline and utility corridors, sewage treatment facilities, and solid waste disposal.

As a concerned neighbor and land manager, the National Park Service can help ensure that other agencies are fully aware of any effects that proposed actions may have on resources of the park, preserve, or wild river corridor. Participation in public hearings and review processes is one means of expressing park concerns. Coordination also may be aided by memorandums of understanding or by requesting that the park be notified in advance when certain actions are being considered. Participation by the park in project or permit review processes will help

encourage the most compatible design, location, and operation of new developments.

Zoning. Within units of the national park system, local zoning regulations can be used to limit the density, type, location, and character of development. Zoning should be considered in the following cases:

The local government has a zoning ordinance in place or is willing to adopt one.

There is evidence of state and local support for the protection of park values.

Some private uses of the land are compatible with the protection of park values.

Private use of land must be controlled and managed rather than excluded to meet park objectives.

The adoption of zoning regulations that have been developed with public involvement may prevent individual landowners from using their land in some ways. However, this restriction on individual freedom results in benefits to the community as a whole.

The value of local zoning as a long-term land protection tool is restricted by the potential for changes in local governing bodies, political pressures on decision-making, and difficulties in its enforcement. The only portion of Katmai National Park and Preserve where local zoning is available as a protection alternative is where the Bristol Bay Borough overlaps with the western edge of the park. Although this is a very small portion of Katmai National Park and Preserve, it is an area where there is nonfederal land, road access, and some residential development.

Classification of State Lands. The Alaska Department of Natural Resources, Division of Land and Water Management, is responsible for managing state lands that are not specially designated. This division classifies the state lands it manages. Types of classifications include "resource management," "public recreation," and "wildlife habitat." Classifications establish primary uses for state lands; however, multiple uses of classified lands can occur as long as these uses are compatible with the designated primary use.

Within the boundaries of Katmai National Park and Preserve and the Alagnak Wild River there are 50,195 acres of state-owned land and 78,199 acres of state-owned shorelands, tidelands, and submerged lands. In addition, state lands abut the northeastern boundary of the park. The National Park Service, or any individual or organization, can request that the Division of Land and Water Management classify or reclassify state lands. Classification of state lands may be useful in cases where the interests of the National Park Service and the state of Alaska are similar.

Classification can provide protection for state lands within and adjacent to the preserve. The classification of land has no acquisition cost and no need to exchange lands. However, land classification does not ensure permanent protection.

Classification of state lands is established through a public process. Any impacts upon the people of the region and state would likely be identified and eliminated or minimized during the process. The uses of the lands subject to classification and the type of classification determine what impacts may result.

Easements. Landownership may be envisioned as a package of rights. An easement conveys some of the rights from one owner to another while the rest of the rights of ownership remain unchanged. Easements are most useful in the following cases:

> Some, but not all, existing or potential private uses of the land are compatible with the protection of park resources.
>
> The owners desire to continue their occupancy and current uses of the land under terms specified by the National Park Service.
>
> Scenic values, resource protection, or access by the public or the National Park Service is necessary only over a portion of the land.

Easements may be used to convey a right of access, ensure the preservation of scenic values, maintain existing land uses, or limit existing or potential uses. Terms of an easement depend upon the resource of concern, the topography, and the current or potential use and development of a specific tract.

For example, the provisions of an easement to protect park resources might address the following points: clearing of vegetation; density, height, and design of new structures; and access by the National Park Service for management of natural and cultural resources.

Individual and cumulative effects of easements would depend upon the rights acquired. Overall, effects would likely be beneficial because the easements would contribute to the protection of ecological, cultural, wilderness, and recreational values of the park, preserve, and river corridor.

On large tracts the development of specific terms for easements would require detailed site planning to identify the most environmentally sensitive areas as well as the areas where development might be accommodated with minimal effects. Specific terms can be cooperatively agreed upon to ensure that development follows traditional patterns of land use and avoids any unnecessary disturbance of the natural system.

Because easements are enforceable property rights, they are binding on future owners and thus provide greater assurance of permanent protection than do agreements or zoning ordinances. Advantages of easements include the following:

Private ownership and use may continue subject to the terms of the easement.

Initial costs may be lower than for fee acquisition, thus permitting the protection of more land.

Local property taxes are less affected than with fee acquisition.

Disadvantages of easements rather than fee acquisition include the following:

Easement terms are potentially difficult to enforce.

Landowners may be unfamiliar with less-than-fee ownership, resulting in frequent violations of the terms of the easement.

Easements that would preclude all development (needed when no development is considered compatible with park purposes) are nearly as expensive as fee acquisition of the property.

The terms and conditions of the easement would be costly to monitor to ensure compliance.

Fee Acquisition. When all of the interests in the land are acquired, it is owned in fee simple. Fee acquisition may be recommended when other methods are inefficient or inadequate to meet land protection needs. Fee acquisition is most often appropriate in the following cases:

The land is owned by individuals who are not willing to sell a less-than-fee interest.

The land must be maintained in a natural condition that precludes private use.

Resources of concern cannot be protected by alternative methods, or the alternatives would not be cost-effective.

The land is needed for the development of park facilities or for intensive public use.

Fee acquisition could significantly affect the individuals involved. Residents would be displaced unless their right of use and occupancy was reserved.

Fee-simple acquisition is the most effective and secure method of land protection, although it is also generally the most expensive method in the short term. Over the long term, however, savings and benefits may be greater than with other methods. Fee acquisition includes the following advantages:

NPS control over human activities and resource use on the tract is permanent.

Full access and development can be provided where needed.

Private use and occupancy may continue where reserved.

Landowners are familiar with fee-simple ownership.

Cost of operation is lower than with easements.

The following disadvantages may be associated with fee acquisition:

The initial cost of acquisition may be high.

Residents may be displaced, unless they reserve use and occupancy rights, and the local property tax base may be reduced.

Special restoration efforts may be required, especially for developed land.

Summary of Protection Methods. Because of the diversity of lands and resources in the park, preserve, and river corridor, no single method is adequate and cost-effective in every land protection situation. A combination of methods is likely to be more useful in ensuring that land uses within and adjacent to the park, preserve, and river corridor are compatible with the protection of park values.

The major consideration in selecting appropriate land protection methods is the need for compliance with the intent of the congressional legislation, executive orders, and proclamations that established the park, preserve, and wild river corridor. These authorities emphasize the protection and maintenance of the unit's ecological, cultural, wilderness, and recreational values, and the National Park Service will in all cases seek the land protection needed to fulfill this obligation. In some cases, fee acquisition may be necessary and justified to protect key resources essential to the purpose of the park or to best provide for long-term public use or resource management. Scenic easements may be effective in protecting the unit from incompatible development that would impair resources and detract from the visitor experience.

Agreements with state agencies responsible for land management within the unit may ensure that the use of those lands will be consistent with park purposes. Although regulations are not a substitute for the acquisition of land interests, the National Park Service will take advantage of opportunities to use regulations to maintain existing land uses and environmental quality within the park, preserve, and wild river corridor.

Methods of Acquisition

There are four primary methods for acquisiton of fee and less-than-fee interests in lands: donation, exchange, purchase, and relinquishment.

Donation. Landowners may be willing to donate their land or certain property rights in order to achieve conservation objectives. The tax benefits of donation may be an important consideration. Donations of fee are deductible from taxable income. Although subject to Internal Revenue Service requirements, easement donations may also be deductible.

Landowners are encouraged to consult their accountants or tax consultants to discuss in detail the advantages of donations. NPS representatives may be able to provide some general examples of tax advantages.

Exchange. Land or interests in land may be acquired by exchange. The land to be exchanged must be located within Alaska and must be of approximately equal value. Cash payments may be made for differences in value.

The National Park Service will also consider an exchange for other federal lands within the unit boundary in order to consolidate ownerships into more manageable units.

Other federal lands in Alaska that are surplus to agency needs would normally go through disposition procedures, including public sale. The National Park Service will work with the Bureau of Land Management and the General Services Administration to identify federal lands that may be available for exchange purposes. Cash payments may be made to equalize value. An exchange may be made for other than equal value if the secretary of the interior determines it is in the public interest. Land exchanges require NEPA compliance or other environmental assessment as appropriate. NPS managed lands available for land exchange are limited.

Purchase. The acquisition of land by purchase requires that funds be appropriated by Congress or donated from private sources. Donations of funds or purchases of land by individuals or organizations interested in holding land for conservation purposes will be encouraged.

Relinquishment. State and native corporation lands that are under application may be relinquished, resulting in ownership remaining with the federal government.

RECOMMENDATIONS

The recommended means of land protection for nonfederal land in Katmai National Park and Preserve and the Alagnak National Wild River are in priority order below. Ownership, location, acreages involved, minimum interest needed for protection, and justification are also given. Priorities may be readjusted if incompatible uses develop, as additional information is obtained, or to address emergencies or hardships. The land protection plan will be reviewed every two years and revised as necessary to reflect new information and changing uses and priorities. Review and revision procedures, including public involvement, are discussed in the introduction to this plan.

"Owner" as it pertains to privately owned real property inside the park and preserve is defined as

> The person(s), corporation, or other entity who first received patent or other conveyance from the United States of America or the State of Alaska. When the title to real property is conveyed by the United States of America or the State of Alaska (in the case of state land disposals), no records are required to be maintained by the government covering future transfers of ownership. Those records are maintained in each recording district. Abstracts of such records are available from various title insurance companies throughout the state.

This plan identifies a minimum interest needed for protection but recognizes that the actual means of protection may change as a result of negotiation. In carrying out the purposes of ANILCA, section 1302 authorizes the secretary of the interior to acquire by purchase, donation, exchange, or otherwise any lands within the boundaries of conservation system units. Where acquisition is proposed, exchange is the preferred method whenever possible. Donations, or relinquishments where applicable, are encouraged. Purchase with appropriated or donated funds is another possible method. It should be noted that the appropriation of funds for land acquisition is expected to be very limited for the next few years. Therefore, the purchase of nonfederal interests in Katmai National Park and Preserve is expected to be minimal.

A minimum interest has been defined for the protection of native allotments. However, the National Park Service recognizes that the traditional use of native allotments is compatible with the purposes of Katmai National Park and Preserve. If the owners of native allotments continue to use their property as it has been traditionally used, the Park Service does not intend to acquire allotments. The need for federal acquisition to protect resource values will be triggered if a change is perceived from this traditional use to an incompatible land use.

No estimates of the cost of implementing the recommendations of this plan have been prepared at this time. A useful estimate requires appraisals that are costly and have a short shelf life because of variable and changing market conditions. Appraisals for individual tracts will be prepared following agreement in concept with the landowner to acquire a specific interest in real property.

Where it is determined that land or an interest in land must be acquired, every effort will be made to reach a negotiated settlement with the owner. If the land use activities produce an imminent threat or actual damage to the integrity of park/preserve lands, resources, or values, the Park Service will diligently negotiate for acquisition of sufficient interest to prevent such damage. If a negotiated settlement cannot be reached, the secretary of the interior may exercise the power of eminent domain to preclude or cease activity damaging to park resources. Condemnation proceedings, where allowed by law, will not be initiated until negotiations to achieve satisfactory resolution of the problem have been exhausted.

Under certain circumstances, condemnation action may be used during the process of acquisition involving willing sellers to overcome defects in title.

In recognition of the Bureau of Indian Affairs' responsibility to owners of native allotments, the National Park Service will notify the bureau before taking actions relating to native allotments, such as securing agreements, acquiring easements, acquiring full title to lands, or leasing the property for administrative purposes.

Landowners who no longer wish to retain their land for the purposes for which it was acquired or who wish to sell property within the park/preserve are encouraged to contact the superintendent. The National Park Service is interested in the opportunity to review all proposed land offerings or proposals. These proposals will be reviewed for possible acquisition by the National Park Service, based on their priority in the land protection plan recommendations and on their potential contribution to the enhancement of scenic values, resource protection, continuation of community subsistence opportunities, enhancement of recreational opportunities, and maintenance of the wilderness or undeveloped character of the area. Extenuating circumstances, including hardship as defined in ANILCA, section 1302(g), will also be considered. The availability of appropriated funds will determine the Park Service's ability to act on proposals from willing sellers.

When an owner of an improved property offers to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential or recreational use. Such a right is an agreement with the National Park Service and may last for a period of up to 25 years or for life.

Potential additions to the park and preserve by exchange with the state pursuant to section 1302(i) of ANILCA or boundary adjustments or additions pursuant to section 103(b) will be designated either park or preserve, whichever is adjacent to the addition. Potential acquisitions within the park and preserve will similarly be designated the same category as surrounding lands.

For additions to the park and preserve beyond the 23,000-acre limit of section 103(b), congressional action will be required and park or preserve designations will be determined by the legislation. Public and congressional notification and review of proposed additions pursuant to sections 1302(i) and 103(b) will be provided as appropriate.

Additions or acquisitions to the park and preserve that are within the congressionally established wilderness boundary will automatically become wilderness upon acquisition, pursuant to section 103(c) of ANILCA.

Lands added or acquired will be managed in the same manner as other unit lands of the same designation.

Priority 1

Tract	Serial No.	Owner/Applicant	Acres
A	A 063967	State of Alaska	17,646
	A 063968	State of Alaska	10,865
	A 063968	State of Alaska*	1,780
	A 063970	State of Alaska	18,237
	A 063971	State of Alaska	3,447
		State of Alaska*	17,280
		State of Alaska*	7,680
B	AA007604	Melgenak	120
C	AA025641	Hawley Resource Properties, Inc.	20
	AA025642	Hawley Resource Properties, Inc.	20
	AA025643	Hawley Resource Properties, Inc.	20
D	A 001276	Russian Orthodox Church	14
	A 001278	Russian Orthodox Church	5

*Outside park boundary

Analysis. Katmai National Park and the McNeil River State Game Sanctuary, located adjacent to the park, form the largest sanctuary in existence for Alaskan brown bears. However, bears that seasonally use the 50,195-acre area of state-owned land in tract A inside the park boundary are subject to sport hunting, as are bears that use approximately 26,740 acres of state-owned lands located between McNeil and Katmai. Although the lands are currently undeveloped and are wilderness in character, they are not in designated wilderness and are subject to disposal by the state and to subsequent subdivision and development. There are several unnamed but designated anadromous fish spawning streams in the area.

The Brooks Camp area, encompassed by tract B, has the most intensive overnight visitor use in the park. The lodge, located at the mouth of Brooks River, is the largest lodge in the park and is thus of great public use value. Visitor activities in the Brooks Camp area include viewing the lake and mountain scenery and fishing for rainbow trout and salmon. The area also provides unique opportunities to view and photograph brown bears in their natural environment as they concentrate to feed on salmon in Brooks River. Brooks River is a designated anadromous fish spawning stream.

Three lode claims in tract C, located northeast of Battle Lake, are currently undergoing validity determination. If the claims are determined to be valid, their development would be subject to NPS approval of a plan

of operations. However, the expected impacts of development would likely be too great to be acceptable in this essentially pristine area. Potential impacts would include the following:

possible irreparable disturbance of the vegetation cover on the steep slopes

disturbance of bears by helicopters or surface vehicles transporting ore from the mine (the claim site is in a major bear denning area and is immediately adjacent to McNeil River State Game Sanctuary)

expansion of the airstrip or development of access roads that could disrupt drainage patterns, accelerate erosion, and increase runoff and sediment loads

possible degradation of water quality in areas important for fish spawning, recreation, or subsistence activities due to ore extraction or processing (the site is located in the headwaters of the Alagnak River, a designated anadromous fish spawning stream)

Operations likely to cause any of these effects would not be approved by the National Park Service.

Tract D consists of three parcels located on the coast at Katmai Bay, Kukak, and Kaguyak, and all are patented to the Russian Orthodox Church in America. Known archeological and historical resources on or near the Kukak and Kaguyak parcels are of National Register quality. The Kukak parcel is bounded by a designated anadromous fish stream. All three parcels are in designated wilderness and are currently undeveloped. Potential uses include the construction of public facilities or facilities related to offshore oil and gas development. Such development would be incompatible with the preservation of natural, cultural, and wilderness values.

Minimum Interests Needed. The acquisition in fee of tract A through exchanges is necessary to ensure long-term protection of habitat and wildlife, particularly brown bears. Fee interest in tract B, if conveyed, is necessary to allow for public use and continued concession operation. Fee acquisition of mineral rights is needed to prevent the unacceptable impacts that may result from mining operations. To preclude any commercial development and loss of cultural resources on tract D, fee acquisition is required.

Priority 2

Tract	Serial No.	Owner/Applicant	Acres
E	A 030370	Katmailand, Inc.	80
	A 032491	Katmailand, Inc.	4
	A 032492	Katmailand, Inc.	2
	A 032493	Katmailand, Inc.	11
	AA008301	Richard Matthews	54

Analysis. The patented parcels in tract E are the sites of lodges on Battle Lake, Nonvianuk Lake, Kulik Lake, and Enchanted Lake. The Kulik Lake site consists of two parcels, one with a lodge and one on which an airstrip for wheeled aircraft is partially situated.

The lodges are used primarily as bases for sportfishing activities. The lodges at Battle, Kulik, and Nonvianuk lakes are situated along designated anadromous fish spawning streams. Enchanted Lake lodge is in designated wilderness, and the lodges at Nonvianuk Lake and Kulik Lake are adjacent to designated wilderness. Because the parcels are small, any land use activities on them would likely affect adjacent lands.

The general management plan for Katmai identifies these privately owned lands as having the potential for moderate increases in overnight public facilities, consistent with resource capacities of the sites and their surroundings.

Minimum Interest Needed. Agreements with the landowners to manage lands in a compatible manner will provide interim protection. A conservation easement will be necessary to preclude subdivision or material increases in development.

Priority 3

Tract	Serial No.	Owner/Applicant	Acres
F	AA006669	Igiugig Village Corporation (surface rights)	31,711
		Bristol Bay Native Corporation (subsurface rights)	31,711
	AA 19427	Bristol Bay Native Corporation and Igiugig Village Corporation	4,932

Analysis. Part of this tract, located on the southwest side of Kukaklek Lake, has been conveyed to the Igiugig Village Corporation. There is a 50-foot-wide easement from the lakeshore to the preserve boundary, as well as a 1-acre easement at the foot of the lake. The Alagnak River begins on the tract, flowing out of Kukaklek Lake. Downstream from the preserve boundary, it is a designated national wild river. The river is also a designated anadromous fish spawning stream. Nanuktuk Creek also is a designated anadromous fish spawning stream, and a significant concentration of brown bears occurs along the lower segment of the stream, which is located on this tract.

There is currently no development on these parcels. Sport hunting takes place in accordance with state regulations. Access is by floatplane or in winter by all-terrain vehicle, snowmachine, or wheeled aircraft that land on frozen lakes.

Minimum Interest Needed. An exchange of these lands, which would involve Igiugig, Bristol Bay Native Corporation, the state, and the National Park Service, has been proposed. The Park Service is interested in an exchange and will continue efforts to complete a mutually beneficial exchange. Meanwhile, the inclusion of these parcels in the Alaska Land Bank will help protect healthy wildlife populations, fish-spawning habitat, and other resource values. The state of Alaska will be encouraged to monitor fish and wildlife populations on these lands.

Priority 4

Tract	Serial No.	Owner/Applicant	Acres
G	AA006141	Kihle, Ronald	155
	AA005843	Malone, Olga	130
H	AA007964	Blatchford, Irene	161
	AA006203	Groat, Guy, III	100
	AA006204	Groat, Ruth	140
	AA006283	Herrmann, Gerald	80
	AA007907	Monsen, Annie	160
	AA007963	O'Neill, Michael	97
	AA006212	Peters, Pomela	145
	AA007906	Reeves Zimin, Muriel	120
	A 059269	Trefon, Alex, Jr.	80
	AA006738	Trefon, Barbara Ann	160
	AA002021	Hiles, John	5
	AA002615	Paddock, Diane	5
I	AA006038	Anagasan, Trefon	160
	AA007903	Chukan, Anna	160
J	AA005956	Chukan, Paul	130
K	AA045095	Chukwak, Zacker	160
L	AA007839	Able Setuk, Katherine	130
	AA043702	Apokedak, Ida	120
	AA043701	Apokedak, Nick	160
	AA043705	Apokedak, Patricia	40
	AA006099	Estrada, Agnes	157
	AA043703	Gust, Andrew	80
	AA006463	Knutsen, John	160
	A 062335	McCormick, Anisha	70
	AA007842	Peterson, Barbara	160
	AA006608	Peterson, Edwin	160
	AA053081	Tallekpalek, Anthony	159
	AA044180	Tallekpalek, John	158
	AA044066	Tallekpalek, Mary	80
	AA008059	Wilson, Alma	100
	AA006736	Wilson, Annie	160

	AA006464	Wilson, Bertha	70
	A 054752	Wilson, Charles	155
	AA006471	Wilson, William	160
	AA006472	Woods, Sassa	40
M	A 052511	Olympic, Mary	30

Analysis. Tract G consists of allotment applications for several parcels in the upper Brooks Lake drainage. Several of the parcels are located adjacent to ponds, on which floatplanes can land, while others are located along Headwaters Creek, which is a designated anadromous fish spawning stream. Although there are cabins on two of the parcels, all of the parcels are in designated wilderness. The habitat is used by bears and caribou. The state considers it essential spring habitat and important year-round habitat for moose.

Tract H consists of a number of allotment applications located on the moraine west of Naknek Lake, several of which have been approved or patented. Several parcels are situated along the Naknek River, which is a designated anadromous fish spawning stream. Some of the parcels are accessible by road from the towns of King Salmon and Naknek. Residential, commercial, or recreation cabins have been constructed on several parcels. The area is inhabited by moose and brown bears, and sport hunting takes place on private lands in the area.

The two parcels of tract I are in designated wilderness and are adjacent to tract H.

Tract J consists of one allotment application on the north shore of Naknek Lake. Although it is not in designated wilderness, and there are cabin ruins on the parcel, the area is wilderness in character. The parcel is adjacent to a designated anadromous fish spawning stream, and the area is inhabited by moose and brown bears.

Tract K consists of one allotment application adjacent to a pond south of the Nonvianuk River. The parcel is in designated wilderness, and the area is inhabited by moose and brown bears.

Tract L consists of a number of allotment applications, several of which have been approved or patented. They are located along the Nonvianuk and Alagnak rivers. These rivers are designated anadromous fish spawning streams, and the designation of the Alagnak as a national wild river reflects its recreational and wilderness values. Several historic cabins and other structures are located along the rivers.

Tract M consists of one parcel located west of Kukaklek Lake, on the boundary of Katmai National Preserve. The area is inhabited by moose and brown bears.

Minimum Interests Needed. Conservation easements are necessary on any allotments that are approved on tracts G, J, K, or M to preclude

subdivision or other activities that would adversely affect the integrity of resources on adjacent lands. Until easements can be acquired, agreements to manage lands in a manner compatible with resource values will provide interim protection.

Conservation easements are appropriate on the parcels in the Lake Camp area (tract H) to preclude activities that are likely to affect the integrity of resources on adjacent lands. Until easements can be acquired, agreements to manage lands in a manner compatible with resource values will provide interim protection.

Because the allotments in tract I are in designated wilderness, scenic easements are necessary as well as conservation easements on the parcels to protect resource integrity and to ensure that any structures that are built do not detract from the wilderness view along the Naknek River and from the west end of Naknek Lake. Until easements can be acquired, agreements to manage lands in a manner compatible with resource values will provide interim protection.

Conservation easements on the parcels along the Alagnak and Nonvianuk rivers (tract L) are necessary to preclude subdivision or other activities that would adversely affect the wilderness character of the area or the integrity of resources on adjacent lands. In the interim the Park Service will seek to cooperate with landowners in managing the lands to protect ecological, cultural, wilderness, and recreational values. Until easements can be acquired, agreements to manage lands in a manner compatible with resource values will provide interim protection.

Priority 5

Tract	Serial No.	Owner/Applicant	Acres
N	AA006680	Paug-vik, Inc., Ltd (surface rights)	9,815
		Bristol Bay Native Corporation (subsurface rights)	9,815
	AA006747	Alaska Peninsula Corporation (surface rights)	1,160
		Bristol Bay Native Corporation (subsurface rights)	1,160

Analysis. These native corporation lands and selections are located on the moraine west of Naknek Lake, both north and south of the Naknek River. Most of the lands have been conveyed. The area is inhabited by moose, brown bears, and occasional caribou, and sport hunting takes place on the selections. The Naknek River is a designated anadromous fish spawning stream. There are several active gravel pits west of this area. The area is traversed by a road used for public access to Naknek Lake and small tracts of private land. A lake in the area is used by the

public for floatplane landings, particularly when weather precludes landing on more exposed waters. Some subdivision and commercial development of the area has already occurred. Any additional development in the area should be compatible with the protection of fish, wildlife, and habitat values.

Although the current boundary along the moraine is an ecological boundary that encloses the entire upper Naknek drainage, a boundary change has been proposed that would exclude this area from the park. Such a boundary change may require congressional legislation.

Minimum Interest Needed. The National Park Service will continue discussions concerning the proposed boundary change. Meanwhile, an agreement to include the land in the Alaska Land Bank will help protect healthy wildlife populations, fish-spawning habitat, and other recreational and resource values.

Priority 6

Analysis. The state of Alaska has title to shorelands beneath navigable waters in the state. The Naknek River, Alagnak and Nonvianuk rivers, and Nonvianuk and Kukaklek lakes have been administratively determined as navigable. Each of these water bodies is a designated anadromous fish spawning area, and the state plans to close them to mineral entry. In addition there are 90 acres of tidelands and submerged lands in Swikshak Bay.

Minimum Interest Needed. An agreement with the state will help protect water quality, spawning habitat, and healthy populations of fish and wildlife that use these aquatic or associated riparian habitats. The Park Service supports the closure of these lands to mineral entry and encourages the state to further close submerged lands to gravel extraction and oil and gas leasing. The Park Service will assist the state in fulfilling procedural requirements to effect such a closure.

Priority 7

Analysis. The boundary of Katmai National Monument was extended in 1941 to include all islands within 5 miles of the Shelikof Strait coast in order to protect populations of seabirds and sea mammals, as well as other coastal resources. Although federal ownership extends only to the mean high tide line, and the state owns the intertidal and submerged lands, the coastal terrestrial community is strongly interrelated with the intertidal and marine communities. Although the waters within the 5-mile limit are used for commercial fishing, the coastline is undeveloped, and enclosed bays such as Kukak Bay and Geographic Harbor are wilderness in character.

Minimum Interest Needed. An agreement with the state for the management of the offshore area is necessary to preserve its ecological and wilderness values, as well as the integrity of terrestrial resources on

adjacent lands. The National Park Service will also encourage the state to initiate the process for designation of Kukak Bay and Geographic Harbor as marine sanctuaries.

Priority 8

Tract	Serial No.	Owner/Applicant	Acres
O	AA019431	Bristol Bay Native Corporation	620
	AA019432	Bristol Bay Native Corporation	320

Analysis. Tract O, located in the northeast corner of the preserve, has been conveyed with subsurface rights. The tract is located in the headwaters of the Alagnak River drainage. Both the Alagnak River and Funnel Creek, immediately downstream from the tract, are designated anadromous fish spawning streams. The tract is in an area identified as having relatively high mineral potential.

Minimum Interest Needed. An agreement to include these lands in the Alaska Land Bank will help protect healthy wildlife populations, fish-spawning habitat, and other resource values. In the interim, resource values will be protected from mineral or other incompatible development through regulation.

Priority 9

Tract	Serial No.	Owner/Applicant	Acres
P	AA006678	Levelock (surface rights)	550
		Bristol Bay Native Corporation (subsurface rights)	550

Analysis. Tract P, a selection by the Levelock Village Corporation, is located near the west end of the Alagnak National Wild River.

Minimum Interest Needed. The National Park Service will seek retention of federal ownership through relinquishment by Levelock. If the lands are conveyed, an agreement and access easement would provide for the protection of resource values and public access.

NEPA COMPLIANCE CONSIDERATIONS

National Environmental Policy Act requirements for proposals in this plan related to native corporation lands and state lands will be fulfilled at a later date when, and if, conceptual agreements are reached with these landowners. The effects of land exchanges can be evaluated only when both the lands to be acquired and the lands to be removed from federal

ownership are identified; this land protection plan currently identifies only the lands (or interests in lands) to be acquired. Environmental assessments and/or environmental impact statements will be prepared prior to the implementation of any land exchange, with the exception of land exchanges involving the conveyance of lands to native corporations that fulfill entitlements under the terms of ANCSA, as provided by ANILCA section 910.

Other actions proposed in the "Land Protection Plan" would cause no significant change in existing land or public use and are therefore categorically excluded from NEPA considerations, in accordance with the U.S. Department of the Interior implementing procedures (516 DM 6, appendix 7.4, and 516 DM 2, appendix 2). Proposed actions for small tracts and submerged state lands are included in this category.

Consistent with current policies on implementation of section 810 of ANILCA, evaluations will be prepared on any proposals in this land protection plan that require the preparation of environmental assessments and/or environmental impact statements, or any proposals that result in the removal of lands or interests in lands from federal ownership.

Section 103(b) of ANILCA requires that Congress be notified of the intent to make boundary adjustments. The public will also receive reasonable notice of the intent of implement boundary adjustments and will be provided the opportunity to review and comment on such adjustments. The compliance requirements of NEPA and ANILCA will be fulfilled in the case of administrative boundary adjustments.

WILDERNESS SUITABILITY REVIEW

WILDERNESS MANAGEMENT

Section 701 of ANILCA designated 3,425,811 acres of Katmai National Park and Preserve as wilderness and directed that this wilderness be managed in accordance with the Wilderness Act of 1964, except as otherwise expressly provided for in ANILCA.

The Wilderness Act states that wilderness areas "shall be administered for the use and enjoyment of the American people in such a manner as will leave them unimpaired for future use and enjoyment as wilderness."

Wilderness is then defined (in part as an area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions. . . .

ANILCA made certain exceptions to the Wilderness Act that apply only to management of wilderness areas in Alaska. Section 1110(a) provides that the secretary shall permit on conservation system units, which by definition in section 102(4) includes units of the national wilderness preservation system,

> the use of snowmachines (during periods of adequate snowcover . . .), motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities (where such activities are permitted by this Act or other law) and for travel to and from villages and homesites. Such use shall be subject to reasonable regulations by the Secretary to protect the natural and other values of the conservation system units, . . . and shall not be prohibited unless, after notice and hearing in the vicinity of the affected unit or area, the Secretary finds that such use would be detrimental to the resource values of the unit or area.

The National Park Service has incorporated this provision into the Code of Federal Regulations (43 CFR 36.11), which covers special access in conservation system units in Alaska (see appendix B).

Airplanes and motorboats are used to gain access to designated wilderness. The continued use of these forms of motorized equipment is allowed under the sections of ANILCA cited above and the Code of Federal Regulations (CFR). Helicopter landings are prohibited on park/preserve lands except in compliance with a permit issued by the superintendent. No other forms of motorized access are permitted except as provided by ANILCA, sections 811, 1110, and 1111.

The Wilderness Act, section 4(c), states that subject to existing private rights there will be

> no commercial enterprise and no permanent road within any wilderness area . . . and except as necessary to meet minimum requirements for the administration of the area for purposes of this Act (including measures required in emergencies involving health and safety of persons within the area), there shall be no temporary road . . . and no structure or installation within the area.

Section 1303(a)(3) of ANILCA, however, authorizes the use and occupancy of existing cabins or other structures in national park system units by means of permits. Cabins and other structures not under a permit system may be used for official government business, for emergencies involving health and safety, and for general public use. In addition under section 1303 (a)(4), the secretary may permit the construction and maintenance of cabins or other structures if he determines that the use is necessary for reasonable subsistence use. Section 1315 of ANILCA contains more specific language about existing cabins:

> Previously existing public use cabins within wilderness . . . may be permitted to continue and may be maintained or replaced subject to such restrictions as the Secretary deems necessary to preserve the wilderness character of the area.

Section 1315 also allows the construction of new cabins and shelters if necessary for the protection of public health and safety. Appropriate congressional committees must be notified of the intention to remove existing public use cabins or shelters or to construct new ones in wilderness.

Section 1310 provides, subject to reasonable regulation, for access to and the operation, maintenance, and establishment of air and water navigation aids, communication sites and related facilities, and facilities for weather, climate, and fisheries research and monitoring in wilderness areas.

Section 1316 provides that the secretary will permit, subject to reasonable regulations, temporary shelters and facilities on lands open to the taking of fish and wildlife (i.e., national preserves). However, such use may be denied if the secretary determines, subject to adequate notice, that such facilities constitute a significant expansion of existing facilities or are detrimental to unit purposes, including wilderness character. A finding of significant expansion is contained in this general management plan (see the discussion of temporary facilities in the "Park Operations" section).

The decision-making process established in title XI of ANILCA for the siting of transportation and utility systems applies to designated wilderness in Alaska.

As the vast majority of Katmai National Park and Preserve is designated wilderness, a management plan for the area is essentially a wilderness management plan. Accordingly, wilderness management under the above

cited mandates has been integrated with other aspects of visitor use and resource management for the park and preserve and is discussed elsewhere in this document.

WILDERNESS SUITABILITY

Mandates

Section 1317(a) of ANILCA directs that a review be made of the suitability or nonsuitability for preservation as wilderness of all lands within unit boundaries not so designated by the act. Section 1317(b) specifies that "the Secretary shall conduct his review, and the President shall advise the United States Senate and House of Representatives of his recommendations, in accordance with the provisions of sections 3(c) and (d) of the Wilderness Act." This suitability review meets the requirements of ANILCA.

Wilderness Suitability Criteria

Wilderness suitability criteria were developed to reflect the definition of wilderness contained in the Wilderness Act and the provisions of ANILCA specific to wilderness areas in Alaska. These criteria were applied to all nonwilderness lands in the park and preserve to determine their suitability for designation. These criteria relate to the physical character of the land and current land status. Other factors such as appropriateness for management as wilderness and state and local concerns with wilderness management will be considered when recommendations are prepared after the general management plan has been approved.

The criteria on Table 5 were used in determining the suitability or nonsuitability of areas for wilderness designation.

Lands Subject to Review

Of the 4,124,075 acres comprising Katmai National Park and Preserve and the Alagnak Wild River corridor, 3,425,811 acres were designated as wilderness by ANILCA. The remaining lands, consisting of approximately 698,264 acres, are subject to the wilderness suitability review required by ANILCA section 1317.

All lands determined suitable for wilderness designation will be managed under the terms of ANILCA to maintain the wilderness character and values of the lands until designation recommendations have been proposed and Congress has acted on these proposals.

Table 5: Wilderness Suitability Criteria

Description of Land or Activity		Suitable for Wilderness	Not Suitable for Wilderness	Suitability Pending
Land Status	Federal	×		
	Federal: under application or selection			×
	State and private land, patented or tentatively approved		×	
	Private ownership of sub-surface estate		×	
Mining	Areas with minor ground disturbances from past mining activities	×		
	Areas with major past ground disturbances from mining activities		×	
	Current mining activities and ground disturbances		×	
Roads and ORV trails	Unimproved roads or ORV trails that are unused or little used by motor vehicles	×		
	Improved roads and ORV trails regularly used by motor vehicles		×	
Airstrips	Unimproved or minimally improved and maintained	×		
	Improved and maintained		×	
Cabins	Uninhabited structures; hunter, hiker, and patrol cabins	×		
	Inhabited as a primary place of residence		×	
Size of Unit	Greater than 5,000 acres adjacent to existing wilderness, or of a manageable size	×		
	Less than 5,000 acres or of unmanageable size		×	

SUITABILITY DETERMINATION

For purposes of this review, those lands that will definitely remain in federal ownership and meet all of the other suitability criteria are considered suitable for wilderness designation. Those lands under selection, but that meet all the other suitability criteria, are suitable if retained in federal ownership and unsuitable if conveyed out of federal ownership. Lands in the latter category are shown as "suitability pending" on the Wilderness Suitability map. Suitable and unsuitable lands are also shown. A determination of suitability does not affect any pending selections or other prior existing land disposal actions.

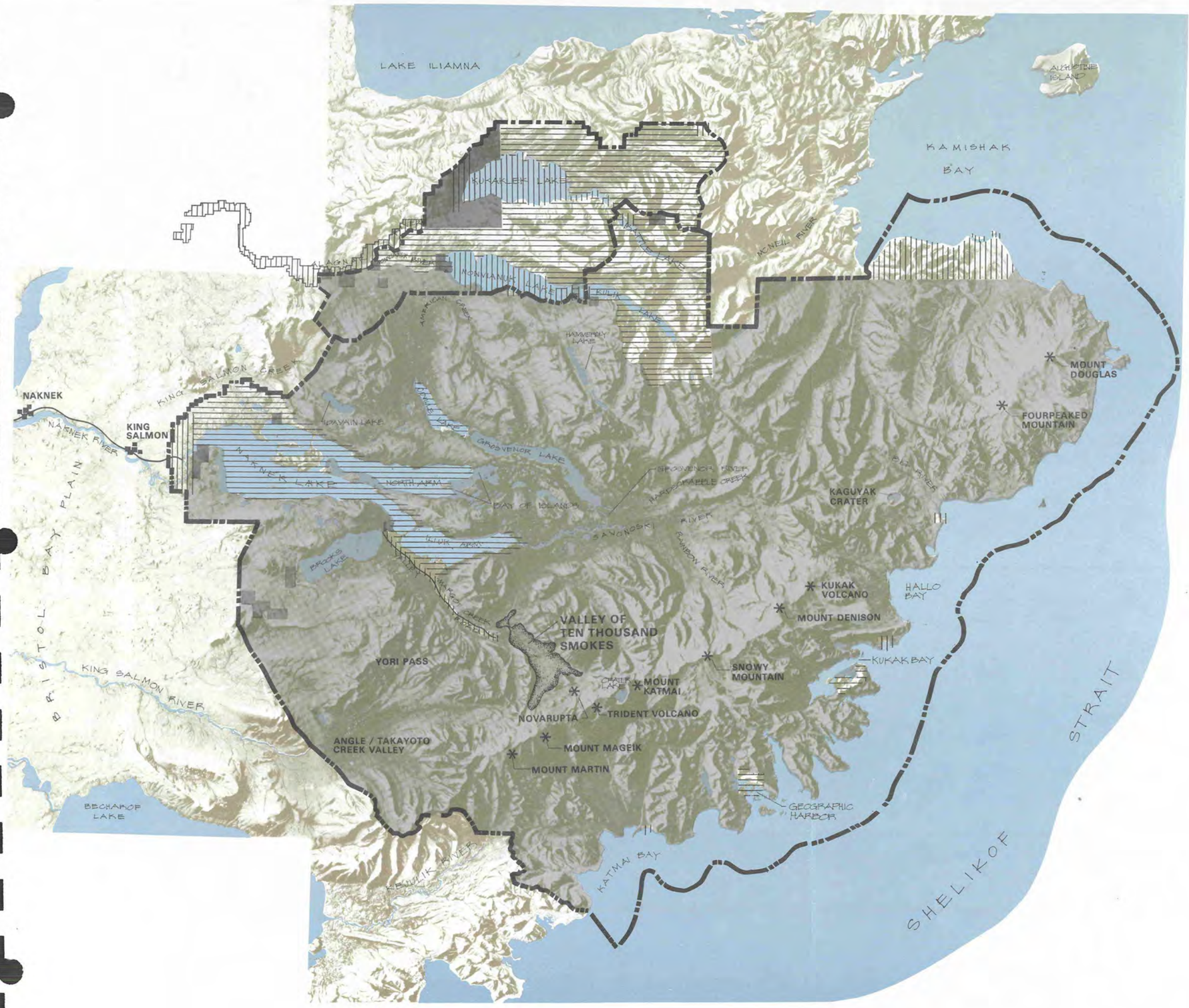
Using the above criteria, 491,807 acres of federal lands within the park and preserve have been determined suitable for wilderness designation based on their present undeveloped and unimpaired state. With one exception there are no major past or current mining developments, improved roads or off-road vehicle trails, improved or maintained airstrips, or inhabited cabins on the federal lands subject to this review. The exception is the road from Brooks Camp to the Valley of Ten Thousand Smokes. This road corridor is not suitable for wilderness designation. In addition, there are approximately 175,622 acres of existing or potential nonfederal land within the park and preserve, and these lands are not suitable for wilderness designation. The final status of 29,865 acres is uncertain at this time because land selections made under ANCSA and other authorities are still pending. The 30,835-acre Alagnak Wild River corridor is not suitable for wilderness designation because there is not sufficient contiguous, federally owned land within the corridor to meet the 5,000-acre minimum suitability criterion and the area could not be managed as wilderness.

Changes in land status occurring or likely to occur between now and when wilderness recommendations are made to Congress will be reflected in those recommendations. All future wilderness recommendations will recognize valid existing rights including rights-of-way under RS 2477.

The Kulik Lodge Trail from the lodge to the airstrip and the road from King Salmon to Lake Camp are not suitable for wilderness because of the existing motorized vehicle use levels. The immediate Lake Camp area is not suitable for wilderness because of the high level of activity and small size of the federal land that is surrounded by private lands.

WILDERNESS RECOMMENDATIONS

Recommendations on whether to designate suitable areas as wilderness will be made following completion of the general management plan. An EIS will be prepared as part of the wilderness recommendation process. The public will have the opportunity to review and comment on these recommendations, and public hearings will be held. Upon completion of the EIS and secretarial review, the president will make his recommendations to Congress.



DESIGNATED WILDERNESS

SUITABLE FOR WILDERNESS

SUITABILITY PENDING

UNSUITABLE FOR WILDERNESS

PRESERVE BOUNDARY

PARK BOUNDARY

ALAGNAK RIVER BOUNDARY

NOTE: ALL SHORELAND, SUBMERGED LAND, AND TIDELAND ARE UNSUITABLE FOR WILDERNESS. THE NAKNEK AND NOUVIANUK RIVERS ARE UNSUITABLE FOR WILDERNESS.

NORTH

5 0 5 10 15 MILES

5 0 5 10 15 20 KILOMETERS

WILDERNESS SUITABILITY

KATMAI NATIONAL PARK AND PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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ALAGNAK WILD RIVER MANAGEMENT

Section 605 of ANILCA designated the Alagnak River as a wild river under provisions of the Wild and Scenic Rivers Act (16 USC 1274(a)). The upper section of the Alagnak is included within Katmai National Preserve, but the lower portion is outside the boundary. Both sections are part of the national park system and are managed by the same policies as Katmai National Preserve. The entire Alagnak River has been determined to be navigable.

Section 605 further directed that a study be conducted to establish a detailed boundary and to prepare a management plan for the area. This was completed in November 1983. A viewshed analysis was the primary consideration in determining the boundary (see the Management Plan for the Alagnak Wild River).

In the management of the Alagnak, the overall direction established for parkwide management will apply. Specific concerns that apply to the river and that are not addressed in other sections of this document are described below. A detailed analysis of the issues and management proposals is part of the Management Plan for the Alagnak Wild River. (Copies are available upon request from the Alaska Regional Office in Anchorage or from park headquarters in King Salmon.)

In 1984 approximately 150 people floated the river from Nonvianuk Lake, and an unknown number started from Kukaklek Lake. Given the current level of use and the mobile nature of visitors, there is no urgent need for a formal carrying capacity study at this time. Any indications of crowding on the river or adverse effects on the resource during the life of this plan will be addressed as they are identified.

Based on the use that the river now receives and the expectations of the users, little development is necessary to accommodate visitors. Besides the designation of a camping area and the construction of a food cache and pit toilet at the outlet of Nonvianuk Lake, the only action required will be the designation of campsites along the river to reduce adverse effects.

Trespass or camping on private lands could become a concern because of native allotment applications. The Park Service will provide visitors with information about camping areas and where private lands should be respected.

For the foreseeable future, recreationists will continue to use aircraft for access to the river. Local residents use skiffs for subsistence purposes in the summer and snowmachines in the winter. Restrictions on motorized river use are not recommended.

A primary attraction of the Alagnak River is sportfishing. Harvest regulations are set by the Alaska Department of Fish and Game. Until the fishery resource of the Alagnak has been fully evaluated, no additional regulations of sport or subsistence fishing will be proposed.

COMPLIANCE

The plan is in compliance with Executive Order 11988 ("Floodplain Management," 3 CFR 121) and Executive Order 11990 ("Protection of Wetlands," 3 CFR 121) because no floodplains or wetlands are anticipated to be affected by development actions. Therefore, a statement of findings is not required at this time. A final decision regarding this compliance status will be made during the review of specific site-development plans.

The plan would directly affect the small portions of the coastal area of the park because two ranger camps would be established. These specific elements of the plan conform with the Estuary Protection Act (16 USC 1221 et seq.); the Marine Protection, Research, and Sanctuaries Act of 1972 (16 USC 1361 et seq.); the Marine Mammal Protection Act (16 USC 1361 et seq.); and the Coastal Zone Management Act (16 USC 1451 et seq.). A consistency determination has been prepared pursuant to the federal Coastal Zone Management Act of 1972, as amended, and the plan is consistent with the standards of the Alaska Coastal Zone Management Program (ACMP) of May 1979. The consistency determination was reviewed by the state of Alaska during the summer of 1985, and notification that the plan is consistent with the program's standards was received from the Office of the Governor in a letter dated August 30, 1985. Compliance with the ACMP pursuant to section 307 of the federal Coastal Zone Management Act of 1972, as amended, is thus assumed.

Additional air and water pollution resulting from plan implementation would be too small to measure or to require compliance with the Clean Water Act (33 USC 1251 et seq.) or the Clean Air Act (42 USC 7401 et seq.). Water drawn for human consumption will be treated to meet state and federal standards, in conformity with the Safe Drinking Water Act (42 USC 300).

No federally listed threatened or endangered wildlife species are known to live in, or depend for existence on, habitats within Katmai National Park and Preserve. As lists of threatened and endangered species change and as new populations are located, consultation with the U.S. Fish and Wildlife Service will continue on any action that may affect a threatened or endangered species. Additional consultation will be achieved through the review of this plan and specific site-development proposals by the U.S. Fish and Wildlife Service. The presence of two endangered species is possible but not documented. If either of these species is found during implementation of the proposed plan, the U.S. Fish and Wildlife Service will be contacted, and appropriate steps will be taken to ensure their protection.

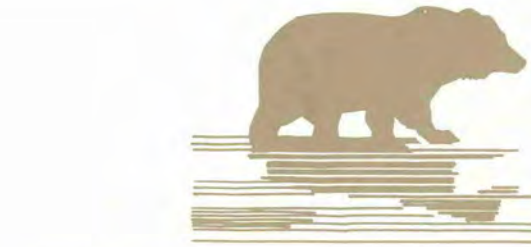
No prime or unique farmlands will be adversely affected by the plan.

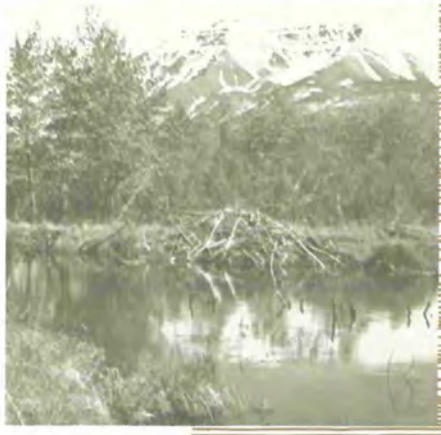
On April 2, 1985, the National Park Service provided copies of the draft GMP/Environmental Assessment to the Advisory Council on Historic Preservation (ACHP) for their review and comment. On September 19, 1985, the regional director was notified that the document does not

qualify for inclusion under the programmatic memorandum of agreement (PMOA) between the ACHP, the National Park Service, and the National Conference of State Historic Preservation Officers. The GMP did not present cultural resource information in sufficient scope and detail to allow for substantive ACHP review and section 106 compliance under the PMOA. Therefore, pursuant to section 106 of the National Historic Preservation Act, as amended in 1980, and until more specific planning documents are developed, the National Park Service will continue to consult with the Alaska historic preservation office and the ACHP on a case-by-case basis prior to implementing any action under the GMP that may affect cultural resources.

In compliance with ANILCA section 810 a subsistence evaluation has been prepared (see appendix K).

This plan has complied with NEPA provisions through the preparation, publication, and review of the Draft General Management Plan/Environmental Assessment and the determination that there is no significant impact (see appendix L).





THE ENVIRONMENT

NATURAL ENVIRONMENT

GEOLOGY

Volcanism is one of the principal geologic processes at Katmai. The high peaks of the park were formed by volcanic activity, and many are still active, occasionally emitting steam, smoke, ash, or lava. A major eruption or earthquake may occur at any time.

The Katmai area was largely unknown until June 1912, when Novarupta erupted with tremendous force and drew worldwide attention to this area. Enormous amounts of hot, glowing ash and pumice were ejected from Novarupta and associated fissures. Within minutes, more than 40 square miles of an adjacent valley was buried by volcanic deposits that may be as much as 700 feet thick. The eruption of Novarupta withdrew the foundation from beneath Mount Katmai, which subsequently collapsed and formed a large caldera.

While Novarupta became quiescent, many thousands of fumaroles (steam- and gas-producing vents) developed as the volcanic material that inundated the valley settled, cooled, and hardened. The vista in 1916 of the coalescing plumes of steam produced by these vents gave the valley its name--Valley of Ten Thousand Smokes. Cooling has reduced fumarolic activity, and today there are no active vents on the valley floor. Vegetation has begun to appear in a few sheltered places on the surface of the semiconsolidated ash flow, but most of the valley floor consists of a wide expanse of multihued rock and ash cut by an intricate pattern of deep narrow canyons, some of which are more than 100 feet deep but only 5 to 10 feet wide. Viewing and possibly hiking in the Valley of Ten Thousand Smokes is a primary objective of many park visitors.

MINERAL RESOURCES

Mineral and petroleum resources within the Katmai area have not been investigated other than through reconnaissance studies and local explorations. Only a small part of the park has been subject to detailed geologic study, and most information has been obtained from a few widely spaced reconnaissance-type traverses.

The presidential proclamation establishing Katmai National Monument in 1918, and further proclamations expanding the monument in 1931, 1942, 1969, and 1978, closed the park lands to entry for prospecting, mining, or other resource extractive activities. Before 1918 exploration within the monument was limited to prospecting for gold along the coastal area and near early travel routes. On the basis of existing information and past activity, the area does not appear to have high potential for metallic mineral production under current economic conditions.

The Alaska Peninsula petroleum province extends through the eastern part of the park area, and the Nushagak-Bristol Bay province underlies

the western part. The Alaska Peninsula province produces oil and gas in the Cook Inlet area north of the park. A 1959 study of the park area by the U.S. Geological Survey states that

> studies do not rule out the possibility of producing oil from structural and stratigraphic traps in the Mount Katmai area but [we] believe in general that the area is not very promising. The entire region has been subjected to intense volcanic activity, and it is unlikely that favorable petroleum strata can be reached at practical drilling depths on most of the structures that would be drilled.

The extent of potential offshore petroleum or gas resources has not been established. The state of Alaska claims title to and issues subsurface mineral, petroleum, and gas permits for the submerged lands adjacent to Katmai. There are no outstanding permits on public record for submerged offshore lands. Several outer continental shelf leases are located in the northern portion of Shelikof Strait.

SOILS

Soils are important in assessing the development capacity of a site. Subsurface water flow and the ability of the soils to absorb sewage and other effluent are both critical factors. At high elevations soils are absent, and coarse rubble deposits or bare rock are present. In the mid to lower elevations and hilly areas, soils are silty and sandy volcanic ash over gravelly material, stony loam, cinders, or bedrock. Deep depressions in the foothill slopes contain fibrous peat soils with lenses of volcanic ash. Soils in valley bottoms and in depressions in moraine hills along the coast are deep fibrous or partially decomposed peat. There is no permafrost in these areas.

Deep, poorly drained loamy soils with thick, overlying peat mat and permafrost occupy lowlands in the Naknek drainage. Poorly drained, sandy to gravelly soils occupy outwash plains and foot slopes from the Naknek Lake area to the Ugashik Lakes. Well-drained, dark, loamy soils from fine ash occupy sites on rolling hills and outwash plains in the Bristol Bay lowlands and the western slopes of the Aleutian Range. Organic peat soils occupy depressions throughout the lowlands of the King Salmon/Naknek areas.

WATER RESOURCES

Water quality in all of Katmai's lakes and rivers remains essentially unaltered by man. Some bodies of water are heavily silted with glacial outwash sediments or volcanic ash. Others contain clear, unsilted water. Water levels in the larger lakes may vary seasonally by as much as 7 feet.

AIR QUALITY

The air over Katmai appears essentially unaffected by human activity. Visibility and air quality can be called pristine, except for the small developed areas such as Brooks Camp where smoke from the lodge and cabins may temporarily accumulate. Air quality and visibility can be impaired by inclement weather, dust blown from the Valley of Ten Thousand Smokes, and locally by sulfur dioxide emitted from volcanoes.

The park and preserve area has been designated a class II area under the provisions of the Clean Air Act, as amended.

CLIMATE

The weather system of Katmai National Park and Preserve is characteristically unstable. In the summer the warmest monthly mean temperatures for lowland areas are in the fifties and sixties at Brooks Camp (10° to 20°C), while the winter mean temperatures are in the teens and twenties (-10° to 0°C). The heaviest precipitation occurs high on the east slopes of the Aleutian Range, where annual rainfall may exceed 200 inches (500 cm). The coastal region on Shelikof Strait is drier than the mountain areas, but it still receives over 60 inches (150 cm) of precipitation annually. Precipitation at Brooks Camp ranges from 20 to 40 inches (50 to 100 cm).

Upslope and downslope drafts near glaciers, river valleys, large bodies of water, and open tundra may produce sudden winds with velocities of 30 to 50 miles per hour (50 to 80 km/h). The most violent winds near Brooks Camp and the Valley of Ten Thousand Smokes tend to blow from the south or southeast. Locally referred to as "williwaws," such windstorms often rise without warning and can be life-threatening to people in small boats, particularly on open reaches of Naknek Lake where waves can build to heights of 5 to 7 feet (1.3 to 1.8 m).

Katmai Pass at the head of the Valley of Ten Thousand Smokes is infamous for its severe wind conditions. Large masses of air, caused by the interchange between the weather system of the Gulf of Alaska and that of the Bering Sea, stream across this pass, often at velocities exceeding 100 miles per hour (160 km/h).

VEGETATION

Plant species of several ecosystems--coastal rain forest, boreal forest, alpine tundra, northern coastal tundra, and Aleutian tundra--are present at Katmai. The two principal vegetation types are tundra and boreal forest, with the few groves of Sitka spruce found on the Shelikof Strait coast representing the edge of a third type, the temperate coastal forest.

The tundra formation occurs at the highest elevations, extending down to about the 2,000-foot level in many places and to sea level in the

southwest and south. At higher elevations large areas are covered by snowfields or bare rock. The flora of the vegetated portions at these elevations is restricted to low-growing species that can resist cold summer temperatures, strong winds, limited moisture availability, shallow soils, and a short growing season.

The boreal forest formation occupies most of the lower elevations, where soils are deeper and richer, summer temperatures are higher, permanent snowfields are absent, and winds have a lower intensity. Habitats are more diversified and include white spruce, birch, or balsam poplar forests, alder and willow thickets, and grasslands dominated by blue joint grass and bluegrass.

The appearance of the coastal rain forest is similar to the boreal forest, except that the dominant coniferous tree is Sitka spruce.

FISH

The park and preserve has a diversity of aquatic habitats that support a fish population typical of this portion of Alaska; 28 species are known to occur. Principal fish include rainbow trout, salmon (chinook, coho, chum, pink, and sockeye), lake trout, char (Dolly Varden and arctic char), arctic grayling, whitefish (least cisco, humpback, pygmy, and round), northern pike, smelt, lamprey, sculpin, stickleback, longnose sucker, burbot, starry flounder, Pacific cod, and Alaska blackfish. Many of these species are important for commercial, sportfishing, and subsistence harvest either within or adjacent to the park complex.

The sockeye salmon is the most abundant and widely distributed species of salmon in the park. Salmon migrating from the sea to spawn in freshwater streams represent a tremendous upstream flow of nutrients that is vital to the integrity of park ecosystems. Salmon at all stages of their lives are a source of high-protein food of critical importance to many fish and wildlife species, and they significantly influence the distribution of predator species. The presence of salmon in turn attracts rainbow trout, which move into the streams seeking salmon eggs and fry. Wading shorebirds, gulls, and terns also feed on newly hatched fry. Lake trout, char, and northern pike feed on juvenile salmon during the one or two years that they spend in freshwater lakes before migrating to the sea. After spending two to four years in the ocean, the adult salmon again return to freshwater, migrating to the streams in which they hatched. A variety of terrestrial and avian carnivores, including river otters, mink, wolves, bald eagles, and ospreys, feed on adult salmon and their carcasses. Brown bears actively seek out salmon streams to obtain the protein they need to survive and reproduce. Decomposition of uneaten carcasses provides nutrients for the micro-organisms that will nourish the growing juvenile salmon during the period they spend in nursery lakes.

The Naknek drainage, most of which is in the park, comprises one of the four most productive salmon drainages in the region, and the continuation of salmon runs is vital to the Bristol Bay commercial salmon-fishing industry. Annual subsistence harvest of sockeye salmon in the Naknek drainage outside the park is estimated to be 6,000 to 7,000, with an unknown number removed through sportfishing.

Rainbow trout are found in many of the park's river drainage systems. High quality fisheries are located in several lakes and streams, notably Naknek Lake, Brooks River, Brooks Lake, Grosvenor and Coville lakes, American Creek, and the Nonvianuk, Alagnak, and Kulik rivers.

WILDLIFE

An important attribute of Katmai National Park and Preserve is the rich diversity of wildlife. At least 29 species of land mammals, 6 species of marine mammals, and 150 species of birds have been reported in or near the park. The purpose of the several presidential proclamations that increased Katmai's acreage was specifically to protect sea mammals, sea birds, brown bears, moose, and wildlife habitat (see Wildlife Habitat and Large Mammal Habitat maps). Thus, the importance of wildlife to the park has long been recognized, and Katmai provides protection to the largest population of brown bears in North America. The concentrations of brown bears that occur along the Brooks River provide an exceptional opportunity for visitors to view bears in their natural habitat (see Wildlife Habitat map).

In August most concentrations of brown bears occur along major salmon streams. Concentrations also occur on some streams in July and along other streams in September and October. Such concentrations are stressful for the usually solitary bears. Under most circumstances, bears tend to avoid close contact with other bears. In fact, a large bear will sometimes kill a small bear if it has the chance. To congregate with other bears that are fishing at a salmon stream, a bear must be able to temporarily tolerate the proximity of the other bears. Still, most bears expend a considerable amount of effort in evaluating the threat posed by other bears and in maneuvering around them to avoid coming too close. The presence of people, whether fishing in the stream or attempting to photograph bears, and of aircraft and motorboats can further complicate a bear's effort to successfully catch fish.

Brown bears have one of the lowest reproduction rates of any North American mammal. Over a bear's maximum reproductive life span of 15 to 18 years, it usually reproduces no more than once every three years, with an average litter of two cubs. In some areas three-quarters of the cubs may die from natural causes, such as accidents or predation by other bears, before reaching reproductive maturity. In bears, reproductive success seems to be dependent on nutritional status, particularly protein intake, and salmon appear to be the major source of protein for bears in the Katmai area. Thus, any disturbance that hinders bears' access to or feeding at salmon streams, and consequently

reduces their intake of protein, is likely to be reflected in a reduced reproductive rate (Bunnell 1978). Consequently, the potential for disturbing bears in the vicinity of salmon streams as a result of visitor activities must be considered in planning, especially long-term effects on the population.

Large adult brown bears can exceed weights of 900 pounds (400 kg). To annually regain the weight lost during winter hibernation, a bear must take any opportunity that arises during the short summer to obtain high-caloric or high-protein food. When people are not careful with their food or garbage, a bear may discover that it is easier to obtain food from people than to forage for natural food. This can lead to a very dangerous situation if the bear learns to actively and aggressively seek food from people. Because relocating bears is not generally feasible or successful, once such a situation develops, it is likely to lead to the need to destroy the bear. A conscientious and diligent effort to keep food secure from bears is necessary to prevent this situation and its consequent impact on bears.

Another type of bear/human conflict can arise when a person surprises a bear at such a close range that the bear perceives no means of escape. Instead it charges, and perhaps injures, the person. A major school of thought suggests that this type of incident may be related to a bear's expectation of an encounter with a person, and conflicts are less likely to occur in areas of bear habitat where people are common because the element of surprise is reduced. The reason is not clear why such incidents have been rare in other areas of Katmai.

Other wildlife species of special interest within Katmai National Park and Preserve are moose, caribou, wolf, lynx, mustelids (such as river otter, mink, and sea otter), and bald eagle. Coastal seabirds, sea lions, and seals are found along the Shelikof Strait coast.

ENDANGERED OR THREATENED SPECIES

There is some uncertainty about which endangered or threatened species may occur in the park. Peale's peregrine falcon, Falco peregrinus pealei, which is not an endangered subspecies, is likely to range over coastal areas, while the endangered American peregrine falcon, Falco peregrinus anatum, may occupy interior areas of the park. The precise subspecific population composition has not yet been determined (1983 memorandum from U.S. Fish and Wildlife Service). The endangered Aleutian Canada goose, Branta canadensis leucopareia, does not nest within the park, but migratory flyovers and resting/feeding stopovers may occur.

Grizzlies, wolves, and bald eagles are not considered to be threatened or endangered in Alaska.

According to the U.S. Fish and Wildlife Service, no endangered or threatened plants are known to be present in the Katmai area.

BEAR CONCENTRATION AT SALMON-SPAWNING SITES

BROWN BEAR DENNING AREA

BALD EAGLE FEEDING AREA

JUVENILE SALMON REARING

PRESERVE BOUNDARY

PARK BOUNDARY

ALAGNAK RIVER BOUNDARY

NORTH

5 0 5 10 15 MILES

5 0 5 10 15 20 KILOMETERS

WILDLIFE HABITAT

KATMAI NATIONAL PARK AND PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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ON MICROFILM

MOOSE HABITAT

CARIBOU HABITAT

PRESERVE BOUNDARY

PARK BOUNDARY

ALAGNAK RIVER BOUNDARY

NORTH 5 0 5 10 15 MILES
5 0 5 10 15 20 KILOMETERS

MOOSE AND CARIBOU HABITAT

KATMAI NATIONAL PARK AND PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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ON MICROFILM

CULTURAL ENVIRONMENT

ARCHEOLOGY AND ETHNOGRAPHY

The archeology of the Katmai area has contributed significantly to an understanding of prehistoric cultural developments in southwestern Alaska. Important discoveries have greatly increased knowledge of successive prehistoric cultures that are thought to be the forerunners of the Eskimo. These archeological sequences, spanning 6,000 years, represent some of the best known cultural sequences in the state and shed light on Alaska prehistory as a whole.

The earliest evidence of human occupation in the area is outside the park boundaries, in the Bristol Bay lowlands west of the Aleutian Range. Dating back 8,000 years, these people are believed to have been hunters of large game, and they occupied the area after the glacial retreats. Further evidence of early sites may be revealed as archeological investigations progress.

Two separate archeological sequences have been developed for the Katmai region, each representing the culture of a distinct ecological zone: the lowlands and lake region, which is marked by a rich salmon-spawning area and tundra outwash plains, and the Pacific coast, which is characterized by fjords, inlets, and abundant sea mammals.

The earliest evidence of human occupation on the west side of the park is concentrated on the shores of Naknek Lake, and it dates back to 2500 BC. Archeologists have divided this area into four periods of prehistoric occupation:

Kittewick Period - The archeological evidence of the earliest inhabitants indicates two groups of inland people (one relating to a contemporary Pacific coast group), who were more interested in hunting caribou than in fishing. Exploiting both forest and tundra, they persisted until about 1900 BC.

Gomer Period - The first Eskimo-related inhabitants began to appear around 1900 BC, with a shift in emphasis from hunting to salmon fishing. These people were most noted for the delicacy and fine craftsmanship of chipped stone implements. Their culture remained virtually unchanged for 800 years.

Brooks River Period - After a 700-year gap, a group undoubtedly related to the preceding hunters and fishers appeared around 400 BC. New cultural traits, influenced by more northern peoples, included the introduction of pottery. Hunting and fishing continued to be the primary activities.

Naknek Period - The latest prehistoric group after AD 1000 was greatly influenced by technological changes taking place far to the north. This is reflected in the production of gravel-tempered

pottery and a reliance on ground stone tools of polished slate. It is these people who met the Russians when they came into the area.

In contrast to the west side, habitation sites on the coast were not concentrated in one general area as they were on Naknek Lake, but were widely scattered along the shoreline of Shelikof Strait. Archeologists have developed a separate sequence to describe these Pacific coast cultures because the inhabitants were predominantly dependent upon the sea:

Pacific Period (4000-2000 BC) - This period represents the time of the earliest cultural manifestations in the central Pacific Coast area, where sea mammal hunting was heavily emphasized.

Takli Period (2500-800 BC) - The continuity with the previous period is manifested in the shared characteristic knife and projectile point forms, the use of ground slate, round dwellings, and continued emphasis on sea mammal hunting.

Kukak Period (1000 BC-AD 200) - This period is marked by the first appearance of pottery and early contacts with people across the Aleutian Range. There are shifts from small campsite occupations to true villages and from sea mammals to land mammals for food. After AD 200, communication across the range increased considerably.

Katmai Period (AD 200-contact) - The introduction of gravel-tempered pottery and the resumption of the polished slate industry are notable during this period. At this time, all barriers to transpeninsula communictions were broken, and the artifact assemblages are identical to those found in Naknek period on the northwest slope.

In studying the relationships between the west slope and the Pacific Coast sequences, archeologists have concluded that increased communications after AD 500 led to probable movements from the west slope to the coast, strongly influencing and eventually replacing the earlier independent cultures of the Pacific coast. By AD 1000, the cultures of both sides were identical technologically, and the inhabitants were clearly Eskimo.

HISTORY

Europeans arriving in the late 1700s found peninsula Eskimos along the Shelikof Strait and in the interior, and the Aglegmiut on the Bering Sea coast. Both groups relied substantially on the great salmon runs and the hunting of caribou in the interior and of sea mammals on the Pacific coast. The two native groups traded with each other, and a main route of travel crossed Katmai Pass through the Aleutian Range. This trail joined Katmai Village, located at the mouth of Katmai River on the coast, with the villages of Old Savonoski, located on Savonoski River, and Pauwik, which was on the shores of Bristol Bay.

PRESERVE BOUNDARY

PARK BOUNDARY

ALAGNAK RIVER BOUNDARY

NORTH 5 0 5 10 15 MILES
5 0 5 10 15 20 KILOMETERS

CULTURAL RESOURCES

KATMAI NATIONAL PARK AND PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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ON MICROFILM

By 1791 Russian fur traders, seeking the valuable sea otter, had become established on both Kodiak Island and the Katmai Shelikof coastal areas. They virtually enslaved the coastal Alaska Peninsula Eskimos in the fur harvest operations, making the natives dependent upon the traders for their food, clothing, and other essentials. The Aglegmiut, however, were dealt with more as an independent people with whom trade was carried on.

Katmai Village was a major trading post of the monopolistic Russian American Company from 1799 to 1867, and the trail over Katmai Pass inland from the coast was used for trading with the inland people. The first Russian station on Bristol Bay was established in 1818, and the first missionaries were sent by 1845 from the Orthodox Church at Kodiak to the native settlements. By the time Alaska was purchased by the United States in 1867, the natives had been "Russianized."

After 1867 the Alaska Commercial Company purchased most of the Russian American Company holdings in the region and became the mainstay of the economy, although it did not control the social and spiritual lives of the people to the degree that the previous company did. Soon a rise in fur prices occurred, causing sea otters to be overhunted, and by about 1890 they were nearly extinct. Soon after the turn of the century, the trading stores were closed, and the natives returned to subsistence lifestyles. However, salmon canneries were established on Bristol Bay just about that time, and new job opportunities became available.

The trail over Katmai Pass remained in use during this period, primarily by prospectors heading for the Nome goldfields. Prospectors seeking minerals, coal, and oil in the Katmai region failed to find commercial deposits.

During the first week of June 1912, a series of earthquakes caused most natives in the Katmai region to leave, and they permanently abandoned Old Savonoski and Katmai villages. In later years the Naknek drainage was occasionally used for seasonal hunting, trapping, and fishing trips.

SIGNIFICANT RESOURCES

Approximately 50 prehistoric and historic archeological sites are known to exist within the boundaries of Katmai National Park and Preserve. The majority of these sites are related to prehistoric occupation. Eight prehistoric archeological sites and districts, varying in size and complexity, have been listed on the National Register of Historic Places:

archeological site 49AF3
archeological site 49MK10
Brooks River archeological district
Kaguyak village site
Kukak village site
Old Savonoski site
Savonoski River archeological district
Takli Island archeological district

Of these, the Brooks River archeological district is the best known and represents the largest concentration of sites within the park. Most of the known cultural sequence for the west side of the Aleutian Range was drawn from work in this area. A reconstructed Eskimo pithouse in the vicinity of Brooks River is included on the park's List of Classified Structures.

Other important aboriginal sites on the west side of the mountains include the two large sites on the Savonoski River. The village of Old Savonoski, located near the mouth of Savonoski River, pertains to the latest prehistoric era. The other site, located at the confluence of Grosvenor and Savonoski rivers, is much older, dating back to AD 200.

The most completely explored sites on the Pacific coast are at Kukak Bay and Takli Island. These sites provided the data for the cultural sequence delineations of the Pacific coast inhabitants. In addition, archeological sites have been identified at Kaflia Bay, Dakavak Bay, Cape Douglas, Swikshak Lagoon, Kaguyak, Hallo Bay, Devil's Cove, Missak Bay, and Kashvik Bay.

Existing historic resources are not as abundant. This reflects both the relatively light impact of fur trappers, prospectors, and sport hunters and the rapid deterioration of abandoned structures due to the harsh environment.

The majority of surviving historic structures relate to trapping activities that occurred in the area over the past 50-75 years. Fure's cabin, representative of the early 20th century lifestyles of nonnative trappers and prospectors, is on the park's List of Classified Structures and has recently been listed on the National Register of Historic Places. Other cabins located at Brooks Lake, Monsen Cove, Research Bay, American Creek, Nonvianuk Lake, and along the coast have been identified, but their historic significance has not yet been determined. A variety of other historic ruins are located at Swikshak, Kaguyak, Kukak, Katmai Bay, Old Savonoski, and several sites along the shore of Naknek Lake.

VISITOR ACCESS AND USE

ACCESS

Transportation within the region is principally by air, with King Salmon being the local center. King Salmon has daily commercial service from Anchorage, 290 miles to the northeast. Park/preserve visitors can fly from King Salmon to Brooks Camp by way of commercial amphibious flight service, or they can charter air service to specific locations. Flights may also originate from any of the fishing lodges within a 150-mile radius of the park. It is estimated that 4,000 to 6,000 people annually enter the park by means of aircraft. All lakes within the park and preserve are presently accessible by float planes. An airstrip has been developed to serve Kulik Lodge. While primarily for the use by the concessioner, the eastern half of the strip is on public land and is available for public use.

The majority of park visitors use a 10-mile gravel road leading from King Salmon to Lake Camp, just inside the western boundary. The only other road in the area is a 15-mile all-weather road that connects King Salmon, Naknek, and King Salmon Air Force Base. No roads connect the Katmai area with the remainder of the state, and there are no roads beyond Lake Camp into the interior of the park.

Most of the Lake Camp visitors remain in that area and fish in the Naknek River, although some travel by powerboat up Naknek Lake to Brooks Camp, Bay of Islands, and other destinations. Each year approximately 200 people from Lake Camp boat up Naknek Lake into the interior of the park.

The Pacific coast of Katmai has no commercially scheduled air or boat service. An unknown number of people visit the park along the Shelikof Strait coastline. Visitors to the coast must charter airplanes or boats capable of negotiating the unpredictable Shelikof Strait. Commercial fishermen are active in waters off the coast and occasionally go ashore.

No snowmachine or ORV use is known to occur within the park boundary and little if any snowmachine or ORV use occurs in the preserve.

Pursuant to Section 17(b) of ANCSA, easements have been reserved on native lands where necessary to provide for continued access to public lands. The following 17(b) easements are within the Katmai National Preserve:

> A one-acre easement upland of the ordinary high watermark on the right bank of the Alagnak River at the outlet of Kukaklek Lake. The uses allowed are vehicle parking, temporary camping, and loading or unloading.
>
> A trail easement, 50-feet wide, from the preserve boundary easterly to the shore of Kukaklek Lake. The uses allowed are travel by foot, dogsled, animals, snowmobiles, two- and three-wheeled

vehicles, small and large ATVs, track vehicles, and four-wheel-drive vehicles.

For the location of 17(b) easements, see the Land Status and Protection Priorities map in the "Land Protection Plan" section. Future 17(b) easements may be designated in the park and preserve as additional lands are conveyed to native corporations. Maps and descriptions of 17(b) easements are also available at NPS offices in King Salmon and Anchorage. The management of 17(b) easements is discussed in the "Visitor Use and General Development" section of the plan.

RECREATIONAL ACTIVITIES

Katmai visitors participate in numerous activities, the majority of which are oriented to the lake region. The pockets of development within the park dictate to a great extent where visitors go and what they do.

A primary visitor interest is sportfishing because Katmai is known as an area for trophy-sized rainbow trout. Fishing for sockeye salmon is also popular during the early part of the annual summer run.

The Alaskan brown bear stimulates visions of danger and excitement in the minds of people. Thus, viewing, studying, and photographing Alaskan brown bears is a major visitor interest.

One of the highlights of the visitor experience is the trip to the Valley of Ten Thousand Smokes. This unique, geological phenomenon is seen by a majority of lodge guests and campers at Brooks Camp. The valley is the primary area used for backpacking, and use is likely to continue increasing.

Although kayaking and river floating were minor experiences in the past, participation has risen over the last few years. River running on the Alagnak Wild River has increased substantially. The Savonoski loop--which includes Bay of Islands, Grosvenor Lake, Grosvenor and Savonoski rivers, and the Iliuk Arm of Naknek Lake--is a popular route for backcountry boaters and is used by approximately 50 people per year.

Trapping and sport hunting are not allowed in the park; however, these activities are authorized in the 308,000-acre preserve, consistent with state regulations. Present levels of hunting and trapping are not precisely known but are thought to be low.

Recreational camping and the harvesting of razor clams for personal use occur along the Shelikof Strait coast. The digging of clams is regulated by the state.

VISITOR USE TRENDS

Since overnight visitor use was first recorded in 1956, it has increased at a rate of approximately 264 stays per year, to a total of 8,173 overnight stays in 1984. Stays at concession lodges increased at a rate of 75 per year, to 3,596 in 1984. Use of the campground at Brooks Camp, which first exceeded 200 overnight stays in 1963, has increased at a rate of approximately 104 per year, to 2,822 stays in 1984. Recorded backcountry use has increased at a rate of 129 per year, to 1,762 people in 1984. Approximately half of the recorded backcountry use is by backpackers, primarily in the Valley of Ten Thousand Smokes. The remainder is by canoeists and kayakers, primarily on Naknek Lake, Grosvenor Lake, Brooks Lake, and Savonoski River.

These figures underestimate the actual level of visitor use. Due to the size of Katmai and the number of access and use points, monitoring total use is difficult. In particular, the Bay of Islands is known to be popular for overnight and day use. Use of the Nonvianuk and Alagnak rivers has not been regularly monitored, nor has the apparently accelerating use of dispersed backcountry and coastal areas by fly-in sportfishermen.

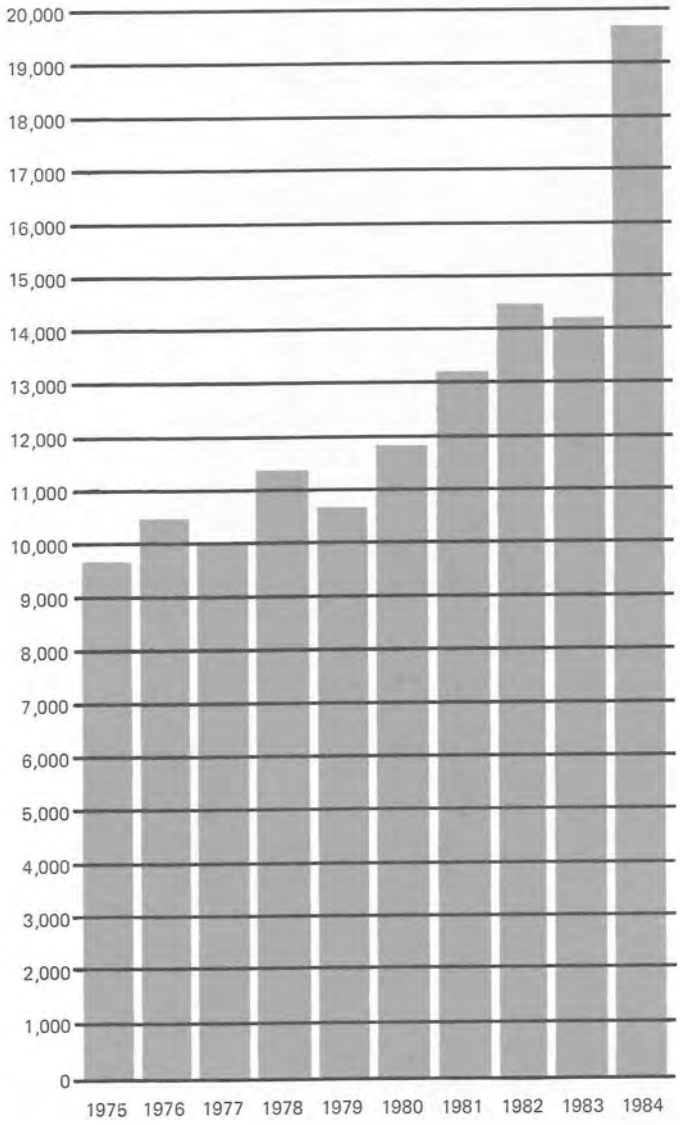
If recorded use continues to increase at its 1956-84 rate, it will reach a level of approximately 12,000 overnight stays by the year 2000, including 4,200 overnight stays at concession lodges, 4,050 stays at the campground, and 3,900 stays in the backcountry. However, overnight use of concession lodges and the campground has accelerated substantially over the past 10 years, to average annual increases of 175 to 200, respectively, while the increase in recorded use of the backcountry has slowed somewhat, to 111 per year. If the rate of increase during the past 10 years continues, total overnight use may reach 20,000-25,000 by the year 2000, including 6,250 overnight stays at concession lodges, 6,300 stays at the campground, and 3,600 stays in the backcountry. Overnight lodge use will be limited by capacity, and limits will be placed on future development by the National Park Service. Any prediction of future use involves a high degree of uncertainty because future levels of use will be significantly influenced by unforeseeable factors and trends, including transfer of lands in the region to private ownership and the potential for oil and gas development in the region, with associated facility development and population growth.

EXISTING FACILITIES

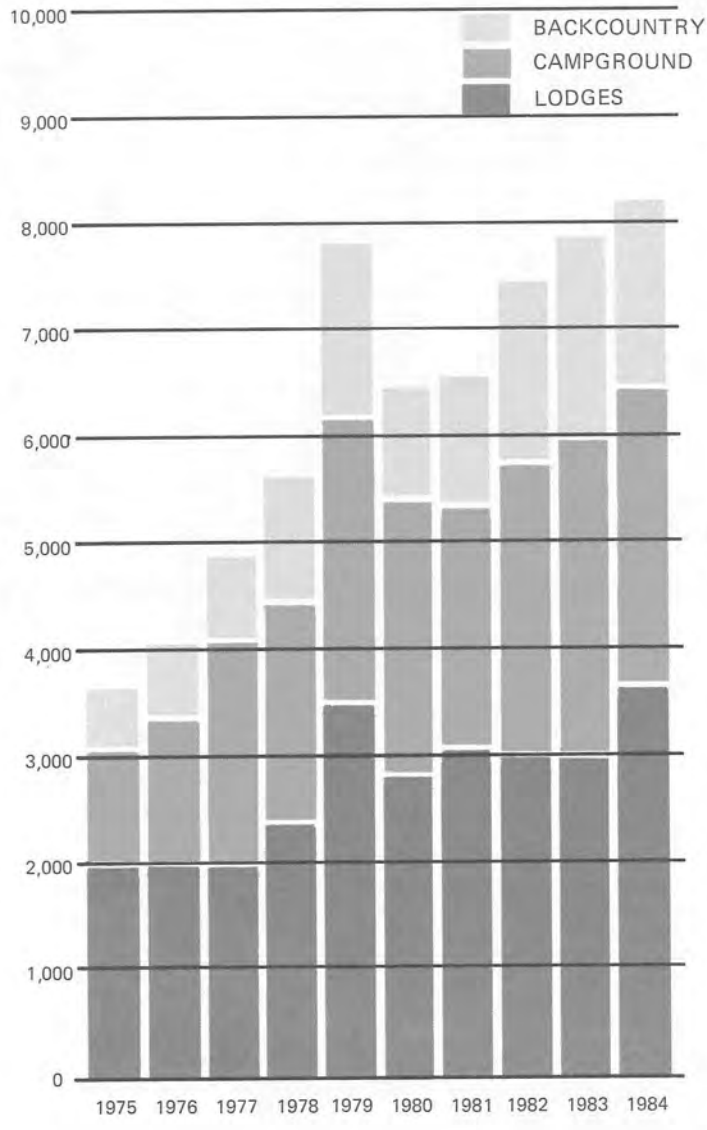
Four lodges and two primitive camps, with a total capacity of 100, serve visitors in the park and preserve. The lodges are Brooks Camp (60 pillows), Grosvenor (8 pillows), Kulik (18 pillows), and Enchanted Lake (8 pillows). The primitive camps are Nonvianuk (8 pillows) and Battle Lake (6 pillows). Brooks and Grosvenor lodges are located on public lands and are operated under a concession contract. Lodges on Kulik, Enchanted Lake, Nonvianuk, and Battle lakes are all on private land, but the guests use lands and waters in the park and preserve for their activities.

TABLE 6. VISITOR USE TRENDS

RECREATION VISITS



OVERNIGHT STAYS



The summer headquarters for the park is at Brooks Camp. Facilities consist of a ranger station, visitor center, maintenance and service building, 11 employee residences, a powerhouse, a restored Eskimo pithouse for interpretive purposes, and a fish-cleaning building.

The Park Service also has facilities on the east shore of Brooks Lake, approximately 1 mile from Brooks Camp. These consist of three employee residences. There is a 1-mile road and a floating pedestrian bridge over Brooks River to connect these two sites.

A 21-site camping area managed by the Park Service is available at Brooks Camp. There are also three shelters and two elevated caches to secure food and garbage from bears.

A 23-mile road leads from Brooks Camp to the Valley of Ten Thousand Smokes, and a 2-mile trail goes from the end of the road at the Three Forks overlook to the valley floor. Close to Brooks Camp, a 4-mile trail climbs Dumpling Mountain, and 1/2-mile trail leads to a bear-viewing platform at Brooks Falls.

The only area in the park accessible by road is Lake Camp. It is primarily a day area used by King Salmon and Naknek residents. About 75 percent of Katmai's annual visitors enter the park at Lake Camp. The facilities consist of a boat dock and ramp, parking area, and a pit toilet.

The year-round NPS headquarters and employee residences are located at King Salmon.

CONSULTATION AND COORDINATION / APPENDIXES / REFERENCES CITED / PLANNING TEAM

CONSULTATION AND COORDINATION

PUBLIC INVOLVEMENT

The public involvement program for the Katmai planning effort began in spring 1982. At that time a newsletter was distributed, indicating the start of the project and requesting assistance with the development of the general management plan. The information generated during this phase formed the foundation for the alternatives presented in this document. The public response indicated the principal concerns and issues to be the following.

Management Direction -- Most responses indicated a strong desire to see Katmai managed as a "wilderness park." Suggestions included restricting facilities to the perimeter of the park complex, dispersing developments throughout the park, maintaining small-scale developments, and limiting future developments by establishing a ceiling capacity. In keeping with the wilderness theme, it was suggested that certain areas of the park be zoned for nonmotorized uses only.

Visitor Use -- People generally requested provisions for more low-cost and low-impact activities. Facilities considered appropriate included canoe/kayak rentals and waterborne transportation to shuttle visitors. Expansion of the campgrounds and more campsites were also suggested.

Wildlife Management -- There was strong support for preserving wildlife resources. Bear management was a particular concern, and a variety of suggestions were made to reduce potential bear/visitor conflicts. Fisheries management was also a major topic, and several people suggested limitations on catches. Generally, the wildlife was viewed as a principal feature of Katmai, and it was recommended that nothing be done to diminish or impair it.

Cooperative Planning -- It was widely recommended that the Park Service maintain communications with the various organizations, communities, and agencies in the Katmai region during the planning project. The general management plan should be consistent with other ongoing efforts.

Aircraft Activities -- Many people thought that restricting aircraft takeoffs and landings in some locations was necessary to avoid disturbing wildlife and backcountry users. However, most respondents viewed an aircraft taxi system as a valid means of access into the park.

General Development -- In support of Katmai's wilderness characteristics, most people recommended only limited development. A particular concern was that no roads be built.

Following the definition of the issues, alternative packages were developed and presented in a July 1983 newsletter that was mailed to interested parties. Public workshops were conducted in King Salmon, Naknek, and Anchorage. The public responses were then analyzed and used in selecting the proposed plan. The reaction to the alternatives was equally divided, with all receiving substantial support. The plan was selected based on the feasibility of implementation, cost, low degree of environmental impact, and the fact that it would resolve the more pressing problems at Katmai.

Public meetings about the proposed general management plan and land protection plan were held in King Salmon, Naknek, South Naknek, Levelock, Kokhonak, Igiugig, and Anchorage. The public participation at these meetings has provided the National Park Service with valuable information about the resources and uses of the park, and about the preferences of the people who live near the park, as well as those who live in other parts of the state, about the management of Katmai National Park and Preserve. The major issues discussed were Brooks Camp, primitive campgrounds, fisheries, subsistence, visitor use, Brooks River fish ladder, land protection, and Alagnak River management. The discussions of these issues are summarized below:

Brooks Camp--The NPS objective for moving Brooks Camp is not clear. Studies documenting the need for relocation are not available. The decision to move the camp should be postponed pending bear/human conflict studies. More data is necessary to identify problems. Comments were also made stating that Brooks Camp should be moved to return the site to its wilderness condition.

Primitive campgrounds--The NPS intent in proposing new campgrounds is not clear. Is the intent to address an existing problem, such as resource degradation, or is it to address existing demand? The objective to diversify recreational opportunities does not seem reasonable. Describe the intent for Bay of Islands and Grosvenor Camp. Proposed development will change the present character of these wilderness areas.

Fisheries--What is the status of the trout fishery? Several statements were made about the declining trout populations.

Subsistence--Many comments were made about the prohibition of subsistence harvest of salmon on the west end of Naknek Lake. Native villages on the northern boundary of the preserve are concerned about competition for subsistence resources from sport hunters and poachers.

Visitor use--Concerns were expressed about possible overuse at Brooks Camp, American Creek, and Bay of Islands. The need for regulations for fishermen to prevent overfishing and bear conflicts should be considered. Catch-and-release fishing should be encouraged.

Brooks River fish ladder--No actions should be implemented until studies are made to document the impacts during both low and high water of removing the fish ladder. Studies must also be done to determine how to restore natural conditions.

Land protection plan--Many comments were made about apparent NPS desires to control or regulate use on private lands within the boundary. Some language seems to be confiscatory. Other alternatives for the state parcels outside the boundary should be considered, such as expanding the McNeil River State Game Sanctuary.

Alagnak River Management--River use limitations similar to those for the Alsek River should be considered. Better user statistics are needed.

More than 50 detailed written comments were received that reflected concerns similar to those expressed at the public meetings. Also more than 150 letters were received about general planning and management concerns in all national parks units in Alaska. The general concerns were

making wilderness designation recommendations to Congress

working with the Bureau of Land Management to identify federal lands outside conservation system units that are available for exchange purposes (boundary adjustments and land exchanges that result in the loss of park lands should be evaluated by an environmental impact statement and reviewed by Congress)

making funds available to carry out land protection plans; acquiring inholdings

allowing no recreational use of off-road vehicles, including snowmachines

Specific written comments on the Katmai plan, besides those listed above, were

supporting relocation of Brooks Camp

supporting recommended designation of marine sanctuaries

conducting a human carrying capacity study of the Alagnak River and placing limits on use as necessary

recommending the northwest area of Katmai National Preserve as wilderness

COMMENTS ON DECEMBER 1985 REVISED DRAFT (Common to all Plans)

General

The National Park Service should continue to protect and maintain the undeveloped character of the national park system units in Alaska.

The National Park Service is using policies that are too restrictive--the National Park Service is anti-people.

The public is not capable of developing data to respond to the plans.

Radio repeaters do not belong in parks.

Private land, subsistence, and mining are cultural resources and should be recognized as such.

Plans provide little improvement of recreational opportunities.

Employment opportunities for local residents were not discussed.

There should be subsistence management plans for each national park system unit.

Definitions of traditional, temporary use, and public safety should be included.

Implementation of the plans will be too expensive.

Requests for temporary facilities should be addressed on a case-by-case basis, not in a blanket prohibition (preserves only).

What would constitute a "significant expansion" of temporary facilities needs to be determined (preserves only).

Natural Resources

The management intent for fish and wildlife with respect to the National Park Service and Alaska Department of Fish and Game should be clarified.

All national park system units should have class I air quality.

Dogs should be the only pack animals allowed.

The Park Service should make a greater effort to identify all resources, including minerals.

The difference between "natural and healthy" and "healthy wildlife populations" should be discussed, and management implications should be identified.

The National Park Service should consider following U.S. Fish and Wildlife Service policy on the regulation of navigable rivers.

The plans need to state that the Park Service has ultimate authority for managing fish and wildlife.

The process for involving fish and game advisory councils and committees needs to be described.

Land Protection Plan

The plans need to state that complete federal ownership of land is needed for proper management.

All private lands need to be acquired.

Boundary adjustments could be used to eliminate private lands within park system units.

Inholders are threatened by unnecessary regulations.

The high priority for the acquisition of nonfederal lands is opposed.

The Park Service should consider land exchanges within national park system units to minimize impacts on native allottees.

Native allotments should not be acquired.

Inholders would like to provide commercial services for other park users.

NEPA and 810 documents need to be prepared for land protection plans.

Private lands should be used as developed areas.

Additions to national park system units should not simply be the same designation as adjacent units.

The land protection plans violate ANILCA provisions for access to inholdings.

Access

The National Park Service should limit the number of off-road vehicles.

RS 2477 maps should be deleted from the plans.

The use of helicopters should be restricted to administrative uses.

The Park Service does not have adjudicative or management authority for RS 2477 rights-of-way.

Snowmachines and motorboats should be further restricted.

ORV determinations relating to subsistence use lack substantiation.

RS 2477 rights-of-way should be resolved before wilderness recommendations are made.

If permits are required for ATVs, they should be easy to attain.

The Wrangell's ORV study results should not be applied to other national park system units.

Public Involvement

Methods for involving local residents in planning and management should be identified.

The system for getting rural input in preparing the plans was inadequate.

Mechanisms for public review of resource management plans need to be provided.

Wilderness

Potential transportation corridors should not be recommended for wilderness designation.

Congress should review all changes in wilderness boundaries.

Wilderness areas need to be managed more liberally to be consistent with ANILCA.

COMMENTS ON THE DECEMBER 1985 REVISED DRAFT
SPECIFIC TO KATMAI NATIONAL PARK AND PRESERVE

The decision to defer relocation of Brooks Camp was supported.

The road from King Salmon to Lake Camp should be improved.

New camping areas should be limited.

The fish ladder should be removed.

Pre-ANILCA park should be closed to motorized access, proposed closures should not be implemented, and hearings should be held before any closures are made.

The park should should be open to subsistence use and a subsistence resource commission should be established.

Additional wilderness should be designated.

A thorough effort has been made to identify all native corporations, local native American groups, and individuals who would be interested in participating in this planning effort and who have traditional ties with the park. These individuals and groups have been put on the park's mailing list and will continue to be invited to all public meetings. They will also be sent copies of all public information documents for review and comment.

Copies of the draft document were distributed to agencies and organizations concerned with the management of national park system areas in general and Katmai National Park and Preserve in particular. Copies were also sent to private individuals on the park's mailing list for review and comment.

CULTURAL RESOURCE CONSULTATIONS

The National Park Service has requested the participation of the Advisory Council on Historic Preservation and the Alaska state historic preservation officer during the preparation of this plan, in accordance with the programmatic memorandum of agreement (revised September 1981) between the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers. Initial meetings were held in Anchorage in July 1981 between the Park Service, the state historic preservation officer, and the Advisory Council to discuss coordination and consultation procedures for all Alaska general management plans, including Katmai. Subsequently, the Alaska Regional Office transmitted copies of the "Task Directive" for the Katmai general management plan, plus all other public information documents, to both the state historic preservation officer and the Advisory Council, and several meetings have been held with the state historic preservation officer to discuss this plan. The Advisory Council attended planning meetings in Denver in September 1981, and in February, May, and August 1982. Copies of the draft document were sent to the Alaska state historic preservation office and the Advisory Council on Historic Preservation.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 1487—Sept. 24, 1918—40 Stat. 1855]

WHEREAS, There exists upon the southern coast of Alaska a belt of unusual volcanic activity which has during the last several years exhibited at various points energy of a violence which attracts the special attention of scientific watchers,

AND WHEREAS, Mount Katmai, one of the volcanoes in this belt, has proved upon investigation to have unusual size and character, and to be of importance in the study of volcanism, inasmuch as its eruption of June, 1912, was one of excessive violence, ranking in the first order of volcanic explosive eruptions and emitting several cubic miles of material during its first three days of activity,

AND WHEREAS, The results of this eruption are still fresh, offering excellent opportunities for studying the causes of the catastrophe and its results and affording a conspicuous object lesson in volcanism to visitors interested in the operation of the great forces which have made and still are making America,

AND WHEREAS, The volcanic neighborhood is shown by the explorations of the National Geographic Society to contain many other striking features of an active volcanic belt produced so recently that they are still in the formative stage; and in particular The Valley of the Ten Thousand Smokes, a valley of hot springs in a condition of development toward a possible future geyser field, in distinction from the present dying geyser field of the Yellowstone,

AND WHEREAS, This wonderland may become of popular scenic, as well as scientific, interest for generations to come, inasmuch as all its phenomena exist upon a scale of great magnitude, arousing emotions of wonder at the inspiring spectacles, thus affording inspiration to patriotism and to the study of nature,

NOW, THEREFORE, I, Woodrow Wilson, President of the United States of America, by virtue of the power and authority in me vested by section two of the Act of Congress entitled "An Act for the preservation of American Antiquities," approved June 8, 1906 (34 Stat., 225), do proclaim that there are hereby reserved from all forms of appropriation under the public-land laws, and set apart as the Katmai National Monument, certain lands[1] particularly described as follows, to wit, beginning at the United States Coast and Geodetic Survey triangulation station, latitude 57°52′17.040″, longitude 155°05′20.331″, established in 1908 about one-half west of Katmai Bay on top of a hundred foot bluff on the Alaska Peninsula, named Cape Kubugakli; thence north 40°00′ west to the intersection with longitude 155°40′; thence due north to the intersection with latitude 58°35′; thence due east to the intersection with a line bearing north 60°00′ west from Cape Gull; thence south following said line to the shore line at Cape Gull; thence west following the shore line of the coast to a point directly below the triangulation station, situated on the bluff at Cape Kubugakli; thence up the bluff to the said station, the point of beginning; embracing approximately 1,700 square miles of land, as shown upon the diagram hereto attached and made a part of this proclamation.

[1] Executive Order (No. 3897) of Sept. 5, 1923, modified this proclamation, so as to eliminate therefrom, to the end that a coal mining permit may be granted to John J. Folstad, the following tract of land: Beginning at the northeast corner stake, situated on Alaskan Peninsula, latitude 58°2′30″, longitude 154°32′08″ south end of Takli Island bears north 76° east, variation 23° east; thence west 660 feet to northwest corner stake; thence south 660 feet to southwest corner stake; thence east 660 feet to southeast corner stake; thence north along the meander line 660 feet to place of beginning.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 1950—Apr. 24, 1931—47 Stat. 2453]

WHEREAS it appears that the public interest would be promoted by adding to the Katmai National Monument, Alaska, certain adjoining lands for the purpose of including within said monument additional lands on which there are located features of historical and scientific interest and for the protection of the brown bear, moose, and other wild animals;

NOW, THEREFORE, I, Herbert Hoover, President of the United States of America, by virtue of the power in me vested by section two of the act of Congress entitled "An act for the preservation of American antiquities," approved June 8, 1906 (34 Stat. 225), do proclaim that such additional lands in Alaska be, and the same are hereby, added to and made a part of the Katmai National Monument, and that the boundaries of the said monument as hereby changed are described as follows:

Beginning at a point on the southwestern boundary of the present Katmai National Monument in latitude 58°03′ approximately 16½ miles northwesterly from Cape Kubugakli;

thence west on parallel 58°03′ north latitude approximately 16½ miles to the highest point on the divide between two tributaries of Takayofo Creek, approximately in latitude 58°03′, longitude 155°49′;

thence northwesterly in a straight line approximately 11 miles to the junction of Contact and Takayofo Creeks;

thence northwesterly in a straight line approximately 37½ miles to the most southerly point on a narrow peninsula on the north shore of Naknek Lake in approximate latitude 58°42′30″, longitude 156°11′30″;

thence northeasterly in a straight line approximately 12 miles to the summit of Sugarloaf Mountain (local name, not shown on official maps) in approximate latitude 58°50′, longitude 155°57′30″;

thence easterly in a straight line approximately 10 miles to a point one-half mile north of the north end of Lake Coville;

thence southeasterly in a straight line approximately 26½ miles to the source of Gorge Creek;

thence southeasterly downstream following the middle of the channel of Gorge Creek approximately 6½ miles to latitude 58°40′;

thence east on parallel 58°40′ north latitude approximately 30 miles to longitude 154°00′;

thence northeasterly in a straight line approximately 26 miles to a point, the approximate geographic position being in latitude 59°00′, longitude 153°40′;

thence continuing northeasterly on the same straight line approximately 1 mile to the shore of Cook Inlet at mean high tide;

thence easterly and southerly along the shore of Cook Inlet at mean high tide around Cape Douglas and southwesterly along the shore of Shelikof Strait to Cape Kubugakli on the present southwestern boundary of the monument;

thence northwesterly along the present southwestern boundary approximately 16½ miles to the place of beginning.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument, as provided in the act of Congress entitled "An act to establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535), and acts additional thereto or amendatory thereof.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 24th day of April, in the year of our Lord nineteen hundred and thirty-one, and of the Independence of the United States of America the one hundred and fifty-fifth.

[SEAL]

HERBERT HOOVER.

By the President:

HENRY L. STIMSON,
Secretary of State.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 2177—June 15, 1936—49 Stat. 3523]

WHEREAS it appears that it would be in the public interest to modify proclamation No. 1487 of September 24, 1918, establishing the Katmai National Monument, Alaska, 1918, establishing the Katmai National Monument, Alaska, and proclamation No. 1950 of April 24, 1931, enlarging such Monument, as hereinafter set out:

NOW, THEREFORE, I, Franklin D. Roosevelt, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 8, 1906, ch. 3060, 34 Stat. 225 (U. S. C., Title 16, sec. 431), do proclaim that the aforesaid proclamations are hereby modified so as to make the reservations contained therein subject to valid claims under the public-land laws affecting any lands within the aforesaid Katmai National Monument existing when the proclamations were issued and since maintained.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 15th day of June, in the year of our Lord nineteen hundred and thirty-six and of the Independence
[SEAL] of the United States of America the one hundred and sixtieth.

FRANKLIN D. ROOSEVELT.

By the President:
CORDELL HULL,
Secretary of State.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 2564—Aug. 4, 1942—56 Stat. 1972]

WHEREAS it appears that certain public-land islands situated near the Katmai National Monument in Alaska are required for the proper care, management, and protection of the objects of scientific interest located on lands within the said monument; and

WHEREAS it appears that it would be in the public interest to reserve these islands as an addition to the Katmai National Monument:

NOW, THEREFORE, I, Franklin D. Roosevelt, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 8, 1906, c. 3060, 34 Stat. 225 (U. S. C., title 16, sec. 431), do proclaim that, subject to valid existing rights, all islands in Cook Inlet and Shelikof Strait in front of and within five miles of the Katmai National Monument, established by Proclamation of September 24, 1918 (40 Stat. 1855) and enlarged by Proclamation of April 24, 1931 (47 Stat. 2453), are hereby reserved from all forms of appropriation under the public-land laws and added to and made a part of the said Katmai National Monument.

Warning is hereby expressly given to any unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the Act of Congress entitled "An Act to establish a National Park Service and for other purposes", approved August 25, 1916, 39 Stat. 535 (U. S. C., title 16, secs. 1 and 2), and acts supplementary thereto or amendatory thereof.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 4th day of August in the year of our Lord nineteen hundred and forty-two, and of the Independence
[SEAL] of the United States of America the one hundred and sixty-seventh.

FRANKLIN D. ROOSEVELT.

By the President:
CORDELL HULL,
Secretary of State.

Proclamation 3890

ENLARGING THE KATMAI NATIONAL MONUMENT, ALASKA

WHEREAS, the Katmai National Monument in Alaska was established by Proclamation No. 1487 of September 24, 1918, to preserve an area that is of significant importance in the study of volcanism and the monument was subsequently enlarged to include other areas containing features and objects of historical and scientific interest; and

WHEREAS, only a part of Naknek Lake is included within the present boundaries of the monument and the inclusion of all of such lake and its shores is necessary for the protection of the ecological and other scientific values of this lake and the existing monument; and

WHEREAS, under section 2 of the act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), the President is authorized "to declare by public proclamation * * * objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected:"

NOW, THEREFORE, I, Lyndon B. Johnson, President of the United States, under the authority vested in me by section 2 of the act of June 8, 1906, *supra*, do proclaim that, subject to valid existing rights, the lands owned or controlled by the United States within the following described boundary are hereby added to and made a part of the Katmai National Monument:

SEWARD MERIDIAN, ALASKA

Beginning at a point on the westerly boundary of the Katmai National Monument at its intersection with the southerly line of T18S, R41W, (unsurveyed);

Thence westerly along said township line through Rs. 41, 42 and 43 W, (unsurveyed), to the southwest corner of T18S, R43W, (unsurveyed);

Thence northerly along the west line of Tps. 18 and 17 S, R43W, (unsurveyed), to the northwest corner of T17S, R43W, (unsurveyed);

Thence easterly along the north line of T17S, R43W, (unsurveyed), and the south line of T16S, R43W, (unsurveyed), to the southwest corner of sec. 34, T16S, R43W, (unsurveyed);

Thence northerly along the west line of said sec. 34 to the northwest corner thereof;

Thence easterly along the north line of secs. 34, 35 and 36, T16S, R43W, (unsurveyed), secs. 31 through 36, T16S, R42W, (unsurveyed), and secs. 31, 32, 33 and 34, T16S, R41W, (unsurveyed), to its intersection with the westerly line of Katmai National Monument;

Thence southwesterly and southeasterly along the westerly boundary of the Katmai National Monument to the Point of Beginning, containing approximately 94,547 acres.

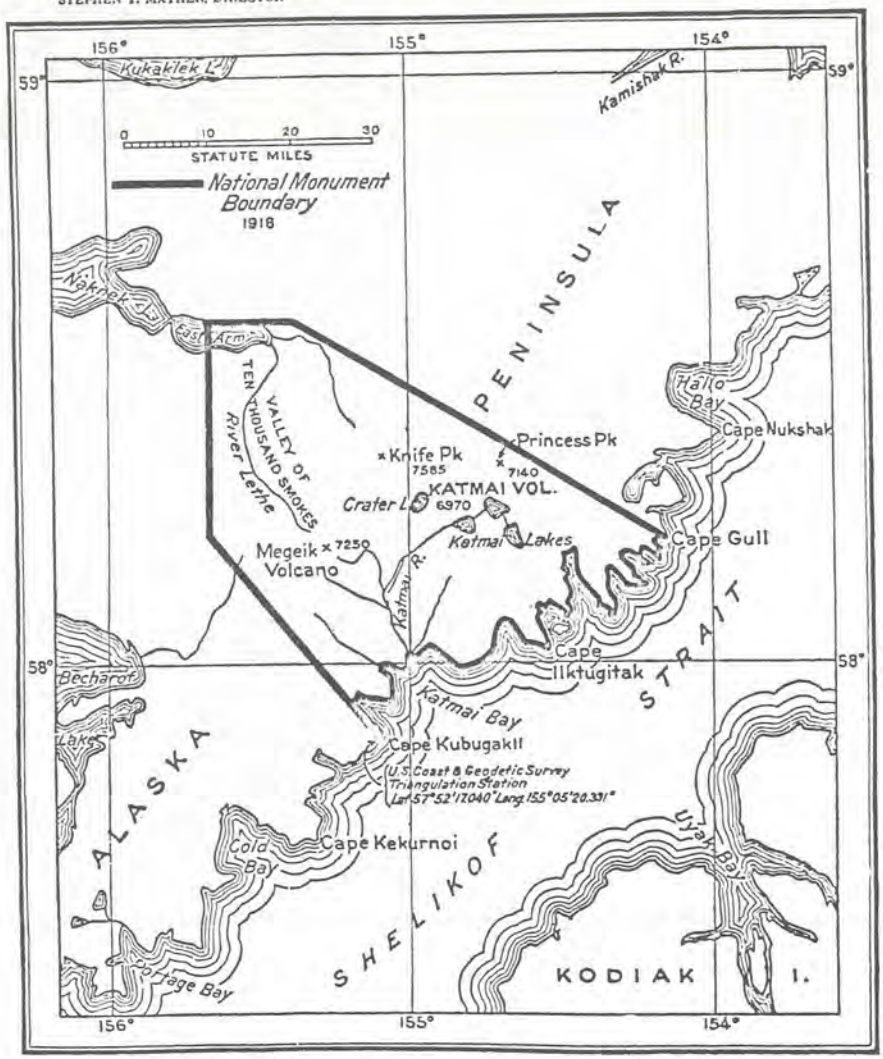
Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

Any reservations or withdrawals heretofore made which affect the lands described above are hereby revoked. This proclamation shall not affect any claims, as described in section 4 of the Alaska Statehood Act (72 Stat. 339), of Alaska natives to the lands within the monument area.

IN WITNESS WHEREOF, I have hereunto set my hand this twentieth day of January in the year of our Lord nineteen hundred and sixty-nine and of the Independence of the United States of America the one hundred and ninety-third.

DEPARTMENT OF THE INTERIOR
FRANKLIN K. LANE, SECRETARY
NATIONAL PARK SERVICE
STEPHEN T. MATHER, DIRECTOR

ALASKA



KATMAI NATIONAL MONUMENT

Warning is hereby given to all unauthorized persons not to appropriate or injure any natural feature of this monument or to occupy, exploit, settle, or locate upon any of the lands reserved by this proclamation.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument, as provided in the Act of Congress entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat., 535).

IN WITNESS WHEREOF I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE in the District of Columbia this twenty-fourth day of September in the year of our Lord one thousand nine hundred and eighteen, [SEAL] and of the Independence of the United States of America the one hundred and forty-third.

WOODROW WILSON.

By the President:
ROBERT LANSING,
Secretary of State.

PART 13—NATIONAL PARK SYSTEM UNITS IN ALASKA

Subpart A—Public Use and Recreation

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Authority: Sec. 3 of the Act of August 15, 1916 (39 Stat. 535, as amended (16 U.S.C. 3); 16 U.S.C. 1, 1a–1, 1c, 462); Alaska National Interest Lands Conservation Act (ANILCA), 94 Stat. 2371 and 1281; Pub. L. No. 96–487 (December 2, 1980); and the Paperwork Reduction Act of 1980, 94 Stat. 2812, Pub. L. No. 96–511.

Subpart A—Public Use and Recreation

§ 13.1 Definitions.

The following definitions shall apply to all regulations contained in this part:

* (a) The term "adequate and feasible access" means a reasonable method and route of pedestrian or vehicular transportation which is economically practicable for achieving the use or development desired by the applicant on his/her non-federal land or occupancy interest, but does not necessarily mean the least costly alternative.

(b) The term "aircraft" means a machine or device that is used or intended to be used to carry persons or objects in flight through the air, including, but not limited to airplanes, helicopters and gliders.

(c) The term "ANILCA" means the Alaska National Interest Lands Conservation Act (94 Stat. 2371; Pub. L. 96–487 (December 2, 1980)).

(d) The term "carry" means to wear, bear or carry on or about the person and additionally, in the case of firearms, within or upon a device or animal used for transportation.

(e) The term "downed aircraft" means an aircraft that as a result of mechanical failure or accident cannot take off.

(f) The term "firearm" means any loaded or unloaded pistol, revolver, rifle, shotgun or other weapon which will or is designated to or may readily be converted to expel a projectile by the action of expanded gases, except that it does not include a pistol or rifle powered by compressed gas. The term "firearm" also includes irritant gas devices.

(g) The term "fish and wildlife" means any member of the animal kingdom,

*Regulations that were revised as of Sept. 4, 1986

including without limitation any mammal, fish, bird (including any migratory, nonmigratory or endangered bird for which protection is also afforded by treaty or other international agreement), amphibian, reptile, mollusk, crustacean, arthropod, or other invertebrate, and includes any part, produce, egg, or offspring thereof, or the dead body or part thereof.

(h) The term "fossil" means any remains, impression, or trace of any animal or plant of past geological ages that has been preserved, by natural processes, in the earth's crust.

(i) The term "gemstone" means a silica or igneous mineral including, but not limited to (1) geodes, (2) petrified wood, and (3) jade, agate, opal, garnet, or other mineral that when cut and polished is customarily used as jewelry or other ornament.

(j) The term "National Preserve" shall include the following areas of the National Park System:

Alagnak National Wild and Scenic River, Aniakchak National Preserve, Bering Land Bridge National Preserve, Denali National Preserve, Gates of the Arctic National Preserve, Glacier Bay National Preserve, Katmai National Preserve, Lake Clark National Preserve, Noatak National Preserve, Wrangell-St. Elias National Preserve, and Yukon-Charley National Preserve.

(k) The term "net" means a seine, weir, net wire, fish trap, or other implement designed to entrap fish, except a landing net.

(l) The term "off-road vehicle" means any motor vehicle designed for or capable of crosscountry travel on or immediately over land, water, sand, snow, ice, marsh, wetland or other natural terrain, except snowmachines or snowmobiles as defined in this chapter.

(m) The term "park areas" means lands and waters administered by the National Park Service within the State of Alaska.

(n) The term "person" means any individual, firm, corporation, society, association, partnership, or any private or public body.

(o) The term "possession" means exercising dominion or control, with or without ownership, over weapons, traps, nets or other property.

(p) The term "public lands" means lands situated in Alaska which are federally owned lands, except—

(1) land selections of the State of Alaska which have been tentatively approved or validly selected under the Alaska Statehood Act (72 Stat. 339) and lands which have been confirmed to, validly selected by, or granted to the Territory of Alaska or the State under any other provision of Federal law;

(2) land selections of a Native Corporation made under the Alaska Native Claims Settlement Act (85 Stat. 688) which have not been conveyed to a Native Corporation, unless any such selection is determined to be invalid or is relinquished; and

(3) lands referred to in section 19(b) of the Alaska Native Claims Settlement Act.

(q) The term "snowmachine" or "snowmobile" means a self-propelled vehicle intended for off-road travel primarily on snow having a curb weight of not more than 1,000 pounds (450 kg), driven by a track or tracks in contact with the snow and steered by a ski or skis on contact with the snow.

(r) The term "Superintendent" means any National Park Service official in charge of a park area, the Alaska Regional Director of the National Park Service, or an authorized representative of either.

(s) The term "take" or "taking" as used with respect to fish and wildlife, means to pursue, hunt, shoot, trap, net, capture, collect, kill, harm, or attempt to engage in any such conduct.

(t) The term "temporary" means a continuous period of time not to exceed 12 months, except as specifically provided otherwise.

(u) The term "trap" means a snare, trap, mesh, or other implement designed to entrap animals other than fish.

(v) The term "unload" means there is no unexpended shell or cartridge in the chamber or magazine of a firearm; bows, crossbows and spearguns are stored in such a manner as to prevent their ready use; muzzle-loading weapons do not contain a powder charge; and any other implement capable of discharging a missile into the air or under the water does not contain a missile or similar device within the loading or discharging mechanism.

(w) The term "weapon" means a firearm, compressed gas or spring powered pistol or rifle, bow and arrow, crossbow, blow gun, speargun, hand thrown spear, slingshot, explosive device, or any other implement designed to discharge missiles into the air or under the water.

§ 13.2 Applicability and scope.

(a) The regulations contained in this Part 13 are prescribed for the proper use and management of park areas in Alaska and supplement the general regulations of this chapter. The general regulations contained in this chapter are applicable except as modified by this Part 13.

(b) Subpart A of this Part 13 contains regulations applicable to park areas. Such regulations amend in part the general regulations contained in this chapter. The regulations in Subpart A govern use and management, including subsistence activities, within the park areas, except as modified by Subparts B or C.

(c) Subpart B of this Part 13 contains regulations applicable to subsistence activities. Such regulations apply to park areas except Kenai Fjords National Park, Katmai National Park, Glacier Bay National Park, Klondike Gold Rush National Historical Park, Sitka National Historical Park, and parts of Denali National Park. The regulations in Subpart B amend in part the general regulations contained in this chapter and the regulations contained in Subpart A of this Part 13.

(d) Subpart C of this Part 13 contains special regulations for specific park areas. Such regulations amend in part the general regulations contained in this chapter and the regulations contained in Subparts A and B of this Part 13.

(e) The regulations contained in this Part 13 are applicable only on federally owned lands within the boundaries of any park area. For purposes of this part, "federally owned lands" means land interests held or retained by the United States, but does not include those land interests: (1) Tentatively approved, legislatively conveyed, or patented to the State of Alaska; or (2) interim conveyed or patented to a Native Corporation or person.

§ 13.3 Penalties.

Any person convicted of violating any provision of the regulations contained in this Part 13, or as the same may be amended or supplemented, may be punished by a fine not exceeding $500 or by imprisonment not exceeding 6 months, or both, and may be adjudged to pay all costs of the proceedings (16 U.S.C. 3).

§ 13.4 Information collection.

The information collection requirements contained in §§ 13.13, 13.14, 13.15, 13.16, 13.17, 13.31, 13.44, 13.45, 13.49, and 13.51 have been approved by the Office of Management and Budget under 44 U.S.C. 3507 and assigned clearance number 1024–0015. The information is being collected to solicit information necessary for the Superintendent to issue permits and other benefits. This information will be used to grant statutory or administrative benefits. In all sections except 13.13, the obligation to respond is required to obtain a benefit. In § 13.13, the obligation to respond is mandatory.

**§ 36.10 Access to inholdings.

(a) This section sets forth the procedures to provide adequate and feasible access to inholdings within areas in accordance with section 1110(b) of ANILCA. As used in this section, the term:

(1) "Adequate and feasible access" means a route and method of access that is shown to be reasonably necessary and economically practicable but not necessarily the least costly alternative for achieving the use and development by the applicant on the applicant's nonfederal land or occupancy interest.

(2) "Area" also includes public lands administered by the BLM designated as wilderness study areas.

(3) "Effectively surrounded by" means that physical barriers prevent adequate and feasible access to State or private lands or valid interests in lands except across an area(s). Physical barriers include but are not limited to rugged mountain terrain, extensive marsh areas, shallow water depths and the presence of ice for large periods of the year.

(4) "Inholding" means State-owned or privately owned land, including subsurface rights of such owners underlying public lands or a valid mining claim or other valid occupancy that is within or is effectively surrounded by one or more areas.

(b) It is the purpose of this section to ensure adequate and feasible access across areas for any person who has a valid inholding. A right-of-way permit for access to an inholding pursuant to this section is required only when this part does not provide for adequate and feasible access without a right-of-way permit.

(c) Applications for a right-of-way permit for access to an inholding shall be filed with the appropriate Federal agency on a SF 299. Mining claimants who have acquired their rights under the General Mining Law of 1872 may file their request for access as a part of their plan of operations. The appropriate Federal agency may require the mining claimant applicant to file a SF 299, if in its discretion, it determines that more complete information is needed. Applicants should ensure that the following information is provided:

(1) Documentation of the property interest held by the applicant including, for claimants under the General Mining Law of 1872, as amended (30 U.S.C. 21–54), a copy of the location notice and recordations required by 43 U.S.C. 1744;

(2) A detailed description of the use of the inholding for which the applied for right-of-way permit is to serve; and

(3) If applicable, rationale demonstrating that the inholding is effectively surrounded by an area(s).

(d) The application shall be filed in the same manner as under § 36.4 and shall be reviewed and processed in accordance with §§ 36.5 and 36.6.

(e)(1) For any applicant who meets the criteria of paragraph (b) of this section, the appropriate Federal agency shall specify in a right-of-way permit the route(s) and method(s) of access across the area(s) desired by the applicant, unless it is determined that:

(i) The route or method of access would cause significant adverse impacts on natural or other values of the area and adequate and feasible access otherwise exists; or

(ii) The route or method of access would jeopardize public health and safety and adequate and feasible access otherwise exists; or

(iii) The route or method is inconsistent with the management plan(s) for the area or purposes for which the area was established and adequate and feasible access otherwise exists; or

(iv) The method is unnecessary to accomplish the applicant's land use objective.

(2) If the appropriate Federal agency makes one of the findings described in paragraph (e)(1) of this Section, another alternate route(s) and/or method(s) of access that will provide the applicant adequate and feasible access shall be specified by that Federal agency in the right-of-way permit after consultation with the applicant.

(f) All right-of-way permits issued pursuant to this section shall be subject to terms and conditions in the same manner as right-of-way permits issued pursuant to § 36.9.

(g) The decision by the appropriate Federal agency under this section is the final administrative decision.

**§ 36.11 Special access.

(a) This section implements the provisions of section 1110(a) of ANILCA regarding use of snowmachines, motorboats, nonmotorized surface transportation, aircraft, as well as off-road vehicle use.

As used in this section, the term:

(1) "Area" also includes public lands administered by the BLM and designated as wilderness study areas.

(2) "Adequate snow cover" shall mean snow of sufficient depth, generally 6–12 inches or more, or a combination of snow and frost depth sufficient to protect the underlying vegetation and soil.

(b) Nothing in this section affects the use of snowmobiles, motorboats and nonmotorized means of surface transportation traditionally used by rural residents engaged in subsistence activities, as defined in Tile VIII of ANILCA.

(c) The use of snowmachines (during periods of adquate snow cover and frozen river conditions) for traditional activities (where such activities are permitted by ANILCA or other law) and for travel to and from villages and homesites and other valid occupancies is permitted within the areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(d) Motorboats may be operated on all area waters, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(e) The use of nonmotorized surface transportation such as domestic dogs, horses and other pack or saddle animals is permitted in areas except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(f) Aircraft.

(1) Fixed-wing aircraft may be landed and operated on lands and waters within areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency, including closures or restrictions pursuant to the closures of paragraph (h) of this section. The use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish and wildlife for subsistence uses therein is prohibited, except as provided in 36 CFR 13.45. The operation of aircraft resulting in the harassment of wildlife is prohibited.

**Sept. 4, 1986, revisions--43 CFR 36.10, 36.11, and 36.12.

(2) In imposing any prohibitions or restrictions on fixed-wing aircraft use the appropriate Federal agency shall:

(i) Publish notice of prohibition or restrictions in "Notices to Airmen" issued by the Department of Transportation; and

(ii) Publish permanent prohibitions or restrictions as a regulatory notice in the United States Flight Information Service "Supplement Alaska."

(3) Except as provided in paragraph (f)(3)(i) of this section, the owners of any aircraft downed after December 2, 1980, shall remove the aircraft and all component parts thereof in accordance with procedures established by the appropriate Federal agency. In establishing a removal procedure, the appropriate Federal agency is authorized to establish a reasonable date by which aircraft removal operations must be complete and determine times and means of access to and from the downed aircraft.

(i) The appropriate Federal agency may waive the requirements of this paragraph upon a determination that the removal of downed aircraft would constitute an unacceptable risk to human life, or the removal of a downed aircraft would result in extensive resource damage, or the removal of a downed aircraft is otherwise impracticable or impossible.

(ii) Salvaging, removing, possessing or attempting to salvage, remove or possess any downed aircraft or component parts thereof is prohibited, except in accordance with a removal procedure established under this paragraph and as may be controlled by the other laws and regulations.

(4) The use of a helicopter in any area other than at designated landing areas pursuant to the terms and conditions of a permit issued by the appropriate Federal agency, or pursuant to a memorandum of understanding between the appropriate Federal agency and another party, or involved in emergency or search and rescue operations is prohibited.

(9) Off-road vehicles.

(1) The use of off-road vehicles (ORV) in locations other than established roads and parking areas is prohibited, except on routes or in areas designated by the appropriate Federal agency in accordance with Executive Order 11644, as amended or pursuant to a valid permit as prescribed in paragraph (g)(2) of this section or in §§ 36.10 or 36.12.

(2) The appropriate Federal agency is authorized to issue permits for the use of ORVs on existing ORV trails located in areas (other than in areas designated as part of the National Wilderness Preservation System) upon a finding that such ORV use would be compatible with the purposes and values for which the area was established. The appropriate Federal agency shall include in any permit such stipulations and conditions as are necessary for the protection of those purposes and values.

(h) Closure procedures.

(1) The appropriate Federal agency may close an area on a temporary or permanent basis to use of aircraft, snowmachines, motorboats or nonmotorized surface transportation only upon a finding by the agency that such use would be detrimental to the resource values of the area.

(2) Temporary closures.

(i) Temporary closures shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures and other locations as appropriate.

(ii) A temporary closure shall not exceed 12 months.

(3) Permanent closures shall be published by rulemaking in the **Federal Register** with a minimum public comment period of 60 days and shall not be effective until after a public hearing(s) is held in the affected vicinity and other locations as deemed appropriate by the appropriate Federal agency.

(4) Temporary and permanent closures shall be (i) publishing at least once in a newspaper of general circulation in Alaska and in a local newspaper, if available; posted at community post offices within the vicinity affected; made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity; and designated or a map which shall be available for public inspection at the office of the appropriate Federal agency and other places convenient to the public; or (ii) designated by posting the area with appropriate signs; or (iii) both.

(5) In determining whether to open an area that has previously been closed pursuant to the provisions of this section, the appropriate Federal agency shall provide notice in the **Federal Register** and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(6) Nothing in this section shall limit the authority of the appropriate Federal agency to restrict or limit uses of an area under other statutory authority.

(i) Except as otherwise specifically permitted under the provisions of this section, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

(j) Any person convicted of violating any provision of the regulations contained in this section, or as the same may be amended or supplemented, may be punished by a fine or by imprisonment in accordance with the penalty provisions applicable to the area.

* * § 36.12 Temporary access.

(a) For the purposes of this section, the term:

(1) "Area" also includes public lands administered by the BLM designated as wilderness study areas or managed to maintain the wilderness character or potential thereof, and the National Petroleum Reserve—Alaska.

(2) "Temporary access" means limited, short-term (i.e., up to one year from issuance of the permit) access which does not require permanent facilities for access to State or private lands.

(b) This section is applicable to State and private landowners who desire temporary access across an area for the purposes of survey, geophysical, exploratory and other temporary uses of such non-federal lands, and where such temporary access is not affirmatively provided for in §§ 36.10 and 36.11. State and private landowners meeting the criteria of §36.10(b) are directed to use the procedures of § 36.10 to obtain temporary access.

(c) A landowner requiring temporary access across an area for survey, geophysical, exploratory or similar temporary activities shall apply to the appropriate Federal agency for an access permit by providing the relevant information requested in the SF 299.

(d) The appropriate Federal agency shall grant the desired temporary access whenever it is determined, after compliance with the requirements of NEPA, that such access will not result in permanent harm to the area's resources. The area manager shall include in any permit granted such stipulations and conditions on temporary access as are necessary to ensure that the access granted would not be inconsistent with the purposes for which the area was established and to ensure that no permanent harm will result to the area's resources and section 810 of ANILCA is complied with.

§ 13.17 Cabins and other structures.

(a) *Purpose.* It is the purpose of this section to provide procedures and guidance for those occupying and using existing cabins and those wishing to construct new cabins within park areas.

(b) *Existing cabins or other structures.* (1) This subsection applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(2) Cabins or other structures existing prior to December 18, 1973, may be occupied and used by the claimants to these structures pursuant to a nontransferable, renewable permit. This use and occupancy shall be for terms of five years. *Provided, however,* That the claimant to the structure, by application:

(i) Reasonably demonstrates by affidavit, bill of sale or other documentation proof of possessory interest or right of occupancy in the cabin or structure;

(ii) Submits an acceptable photograph or sketch which accurately depicts the cabin or structure and a map showing its geographic location;

(iii) Agrees to vacate and remove all personal property from the cabin or structure upon expiration of the permit;

(iv) Acknowledges in the permit that he/she has no interest in the real property on which the cabin or structure is located; and

(v) Submits a listing of the names of all immediate family members residing in the cabin or structure.

Permits issued under the provisions of this paragraph shall be renewed every five years until the death of the last immediate family member of the claimant residing in the cabin or structure under permit. Renewal will occur unless the Superintendent determines after notice and hearing, and on the basis of substantial evidence in the administrative record as a whole, that the use under the permit is causing or may cause significant detriment to the principal purposes for which the park area was established. The Superintendent's decision may be appealed pursuant to the provisions of 43 CFR 4.700.

(3) Cabins or other structures, the occupancy or use of which began between December 18, 1973, and December 1, 1978, may be used and occupied by the claimant to these structures pursuant to a nontransferable, nonrenewable permit. This use and occupancy shall be for a maximum term of 1 year: *Provided, however,* That the claimant, by application, complies with § 13.17(c)(1) (i) through (iv) above. Permits issued under the provisions of this paragraph may be extended by the Superintendent, subject to reasonable regulations, for a period not to exceed one year for such reasons as the Superintendent deems equitable and just.

(4) Cabins or other structures, construction of which began after December 1, 1978, shall not be available for use and occupancy, unless authorized under the provisions of paragraph (d) of this section.

(5) Cabins or other structures, not under permit, shall be used only for official government business: *Provided, however,* That during emergencies involving the safety of human life, or where designated for public use by the Superintendent through the posting of signs, these cabins may be used by the general public.

(c) *New Cabins or Other Structures Necessary for Subsistence Uses or Otherwise Authorized by Law.* The Superintendent may issue a permit under such conditions as he/she may prescribe for the construction, reconstruction, temporary use, occupancy, and maintenance of new cabins or other structures when he/she determines that the use is necessary to accommodate reasonably subsistence uses or is otherwise authorized by law. In determining whether to permit the use, occupancy, construction, reconstruction or maintenance of cabins or other structures, the Superintendent shall be guided by factors such as other public uses, public health and safety, environmental and resource protection, research activities, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation and other management considerations necessary to ensure that the activities authorized pursuant to this section are compatible with the purposes for which the park area was established.

(d) *Existing Cabin Leases or Permits.* Nothing in this section shall preclude the renewal or continuation of valid leases or permits in effect as of December 2, 1980, for cabins, homesites, or similar structures on federally owned lands. Unless the Superintendent issues specific findings, following notice and an opportunity for the leaseholder or permittee to respond, that renewal or continuation of such valid permit or lease constitutes a direct threat or a significant impairment to the purposes for which the park area was established, he/she shall renew such valid leases or permits upon their expiration in accordance with the provisions of the original lease or permit subject to such reasonable regulations as he/she prescribe in keeping with the management objectives of the park area. Subject to the provisions of the original lease or permit, nothing in this paragraph shall necessarily preclude the Superintendent from transferring such a lease or permit to another person at the election or death of the original permittee or leasee.

§ 13.18 Camping and picnicking.

(a) *Camping.* Camping is permitted in park areas except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30, or as set forth for specific park areas in Subpart C of this part.

(b) *Picnicking.* Picnicking is permitted in park areas except where such activity is prohibited by the posting of appropriate signs.

§ 13.19 Weapons, traps and nets.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(b) Firearms may be carried within park areas in accordance with applicable Federal and State laws, except where such carrying is prohibited or otherwise restricted pursuant to § 13.30.

(c) Traps, bows and other implements authorized by State and Federal law for the taking of fish and wildlife may be carried within National Preserves only during those times when the taking of fish and wildlife is authorized by applicable law or regulation.

(d) In addition to the authorities provided in paragraphs (b) and (c) of this section, weapons (other than firearms) traps and nets may be possessed within park areas provided such weapons, traps or nets are within or upon a device or animal used for transportation and are unloaded and cased or otherwise packed in such a manner as to prevent their ready use while in a park area.

(e) Notwithstanding the provisions of this section, local rural residents who are authorized to engage in subsistence uses, including the taking of wildlife pursuant to § 13.48, may use, possess, or carry traps, nets and other weapons in accordance with applicable State and Federal laws.

§ 13.20 Preservation of natural features.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park, the former Mt. McKinley National Park, Glacier Bay National Monument, and Katmai National Monument.

(b) *Renewable Resources.* The gathering or collecting, by hand and for personal use only, of the following renewable resources is permitted:

(1) Natural plant food items, including fruits, berries and mushrooms, but not including threatened or endangered species;

(2) Driftwood and uninhabited seashells;

(3) Such plant materials and minerals as are essential to the conduct of traditional ceremonies by Native Americans; and

(4) Dead or downed wood for use in fires within park areas.

(c) *Rocks and Minerals.* Surface collection, by hand (including hand-held gold pans) and for personal recreational use only, of rocks and minerals is permitted: *Provided, however,* That (1) collection of silver, platinum, gemstones and fossils is prohibited, and (2) collection methods which may result in disturbance of the ground surface, such as the use of shovels, pickaxes, sluice boxes, and dredges, are prohibited.

(d) *Closure and Notice.* Under conditions where it is found that significant adverse impact on park resources, wildlife populations, subsistence uses, or visitor enjoyment of resources will result, the Superintendent shall prohibit the gathering or otherwise restrict the collecting of these items. Portions of a park area in which closures or restrictions apply shall be (1) published in at least one newspaper of general circulation in the State and designated on a map which shall be available for public inspection in the office of the Superintendent, or (2) designated by the posting of appropriate signs, or (3) both.

(e) *Subsistence.* Nothing in this section shall apply to local rural residents authorized to take renewable resources.

§ 13.21 Taking of fish and wildlife.

(a) *Subsistence.* Nothing in this section shall apply to the taking of fish and wildlife for subsistence uses.

(b) *Fishing.* Fishing is permitted in all park areas in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations to the extent they are not inconsistent with § 2.13 of this chapter. With respect to the Cape Krusenstern National Monument, the Malaspina Glacier Forelands area of the Wrangell-St. Elias National Preserve, and the Dry Bay area of Glacier Bay National Preserve, the exercise of valid commercial fishing rights or privileges obtained pursuant to existing law—including any use of park area lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips which is directly incident to the exercise of such rights or privileges—may continue: *Provided, however,* That the Superintendent may restrict the use of park area lands directly incident to the exercise of these rights or privileges if he/she determines, after conducting a public hearing in the affected locality, that such use of park area lands constitutes a significant expansion of the use of park area lands beyond the level of such use during 1979.

(c) *Hunting and Trapping.* Hunting and trapping are permitted in all National Preserves in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations: *Provided, however,* That engaging in trapping activities, as the employee of another person is prohibited.

(d) *Closures and Restrictions.* The Superintendent may prohibit or restrict the taking of fish or wildlife in accordance with the provisions of § 13.30. Except in emergency conditions, such restrictions shall take effect only after consultation with the appropriate State agency having responsibility over fishing, hunting, or trapping and representatives of affected users.

§ 13.22 Unattended or abandoned property.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park and Sitka National Historical Park, or as further restricted for specific park areas in Subpart C of this part.

(b) Leaving any snowmachine, vessel, off-road vehicle or other personal property unattended for longer than 12 months without prior permission of the Superintendent is prohibited, and any property so left may be impounded by the Superintendent.

(c) The Superintendent may (1) designate areas where personal property may not be left unattended for any time period, (2) establish limits on the amount, and type of personal property that may be left unattended, (3) prescribe the manner in which personal property may be left unattended, or (4) establish limits on the length of time personal property may be left unattended. Such designations and restrictions shall be (i) published in at least one newspaper of general circulation within the State, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected community, and designated on a map which shall be available for public inspection at the office of the Superintendent, or (ii) designated by the posting of appropriate signs or (iii) both.

(d) In the event unattended property interferes with the safe and orderly management of a park area or is causing damage to the resources of the area, it may be impounded by the Superintendent at any time.

§ 13.30 Closure procedures.

(a) *Authority.* The Superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis.

(b) *Criteria.* In determining whether to close an area or restrict an activity on an emergency basis, the Superintendent shall be guided by factors such as public health and safety, resource protection, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation, and other management considerations necessary to ensure that the activity or area is being managed in a manner compatible with the purposes for which the park area was established.

(c) *Emergency Closures.* (1) Emergency closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation shall be made after notice and hearing; (2) emergency closures or restrictions relating to the taking of fish and wildlife shall be accompanied by notice and hearing; (3) other emergency closures shall become effective upon notice as prescribed in § 13.30(f); and (4) no emergency closure or restriction shall extend for a period exceeding 30 days, nor may it be extended.

(d) *Temporary closures or restrictions.* (1) Temporary closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation or to the taking of fish and wildlife, shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures or restrictions, and other locations as appropriate; (2) other temporary closures shall be effective upon notice as prescribed in § 13.30(f); (3) temporary closures or restrictions shall not extend for a period exceeding 12 months and may not be extended.

(e) *Permanent closures or restrictions.* Permanent closures or restrictions shall be published as rulemaking in the **Federal Register** with a minimum public comment period of 60 days and shall be accompanied by public hearings in the area affected and other locations as appropriate.

(f) *Notice.* Emergency, temporary and permanent closures or restrictions shall be (1) published in at least one newspaper of general circulation in the State and in at least one local newspaper if available, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity, and designated on a map which shall be available for public inspection at the office of the Superintendent and other places convenient to the public; or (2) designated by the posting of appropriate signs; or (3) both.

(g) *Openings.* In determining whether to open an area to public use or activity otherwise prohibited, the Superintendent shall provide notice in the **Federal Register** and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(h) Except as otherwise specifically permitted under the provisions of this part, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

§ 13.31 Permits.

(a) *Application.* (1) Application for a permit required by any section of this part shall be submitted to the Superintendent having jurisdiction over the affected park area, or in the absence of the Superintendent, the Regional Director. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application.

(2) The Superintendent shall grant or deny the application in writing within 45 days. If this deadline cannot be met for good cause, the Superintendent shall so notify the applicant in writing. If the permit application is denied, the Superintendent shall specify in writing the reasons for the denial.

(b) *Denial and appeal procedures.* (1) An applicant whose application for a permit, required pursuant to this part, has been denied by the Superintendent has the right to have the application reconsidered by the Regional Director by contacting him/her within 180 days of the issuance of the denial. For purposes of reconsideration, the permit applicant shall present the following information:

(i) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in the section under which the permit application is made.

(ii) The basis for the permit applicant's disagreement with the Superintendent's findings and conclusions; and

(iii) Whether or not the permit applicant requests an informal hearing before the Regional Director.

(2) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

Subpart B—Subsistence

§ 13.40 Purpose and policy.

(a) Consistent with the management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each park area was established, designated, or expanded by ANILCA, the purpose of this subpart is to provide the opportunity for local rural residents engaged in a subsistence way of life to do so pursuant to applicable State and Federal law.

(b) Consistent with sound management principles, and the conservation of healthy populations of fish and wildlife, the utilization of park areas is to cause the least adverse impact possible on local rural residents who depend upon subsistence uses of the resources of the public lands in Alaska.

(c) Nonwasteful subsistence uses of fish, wildlife and other renewable resources by local rural residents shall be the priority consumptive uses of such resources over any other consumptive uses permitted within park areas pursuant to applicable State and Federal law.

(d) Whenever it is necessary to restrict the taking of a fish or wildlife population within a park area for subsistence uses in order to assure the continued viability of such population or to continue subsistence uses of such population, the population shall be allocated among local rural residents engaged in subsistence uses in accordance with a subsistence priority system based on the following criteria:

(1) Customary and direct dependence upon the resource as the mainstay of one's livelihood;

(2) Local residency; and

(3) Availability of alternative resources.

(e) The State of Alaska is authorized to regulate the taking of fish and wildlife for subsistence uses within park areas to the extent such regulation is consistent with applicable Federal law, including but not limited to ANILCA.

(f) Nothing in this subpart shall be construed as permitting a level of subsistence use of fish and wildlife within park areas to be inconsistent with the conservation of healthy populations, and within a national park or monument to be inconsistent with the conservation of natural and healthy populations, of fish and wildlife.

§ 13.41 Applicability.

Subsistence uses by local rural residents are allowed pursuant to the regulations of this Subpart in the following park areas:

(a) In national preserves;

(b) In Cape Krusenstern National Monument and Kobuk Valley National Park;

(c) Where such uses are traditional (as may be further designated for each park or monument in Subpart C of this part) in Aniakchak National Monument, Gates of the Arctic National Park, Lake Clark National Park, Wrangell-St. Elias National Park, and the Denali National Park addition.

§ 13.42 Definitions.

(a) *Local rural resident.* (1) As used in this part with respect to national parks and monuments, the term "local rural resident" shall mean either of the following:

(i) Any person who has his/her primary, permanent home within the resident zone as defined by this section, and whenever absent from this primary, permanent home, has the intention of returning to it. Factors demonstrating the location of a person's primary, permanent home may include, but are not limited to, the permanent address indicated on licenses issued by the State of Alaska Department of Fish and Game, driver's license, and tax returns, and the location of registration to vote.

(ii) Any person authorized to engage in subsistence uses in a national park or monument by a subsistence permit issued pursuant to § 13.44.

(b) *Resident zone.* As used in this part, the term "resident zone" shall mean the area within, and the communities and areas near, a national park or monument in which persons who have customarily and traditionally engaged in subsistence uses within the national park or monument permanently reside. The communities and areas near a national park or monument included as a part of its resident zone shall be determined pursuant to § 13.43 and listed for each national park or monument in Subpart C of this part.

(c) *Subsistence uses.* As used in this part, the term "subsistence uses" shall mean the customary and traditional uses by rural Alaska residents of wild, renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter or sharing for personal or family consumption; and for customary trade. For the purposes of this paragraph, the term—

(1) "Family" shall mean all persons related by blood, marriage, or adoption, or any person living within the household on a permanent basis; and

(2) "Barter" shall mean the exchange of fish or wildlife or their parts taken for subsistence uses—

(i) For other fish or game or their parts; or

(ii) For other food or for nonedible items other than money if the exchange is of a limited and noncommercial nature; and

(3) "Customary trade" shall be limited to the exchange of furs for cash (and such other activities as may be designated for a specific park area in Subpart C of this part).

§ 13.43 Determination of resident zones.

(a) A resident zone shall include—

(1) the area within a national park or monument, and

(2) the communities and areas near a national park or monument which contain significant concentrations of rural residents who, without using aircraft as a means of access for purposes of taking fish or wildlife for subsistence uses (except in extraordinary cases where no reasonable alternative existed), have customarily and traditionally engaged in subsistence uses within a national park or monument. For purposes of

determining "significant" concentrations, family members shall also be included.

(b) After notice and comment, including public hearing in the affected local vicinity, a community or area near a national park or monument may be—

(1) Added to a resident zone, or

(2) Deleted from a resident zone, when such community or area does or does not meet the criteria set forth in paragraph (a) of this section, as appropriate.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

§ 13.44 Subsistence permits for persons whose primary, permanent home is outside a resident zone.

(a) Any rural resident whose primary, permanent home is outside the boundaries of a resident zone of a national park or monument may apply to the appropriate Superintendent pursuant to the procedures set forth in § 13.51 for a subsistence permit authorizing the permit applicant to engage in subsistence uses within the national park or monument. The Superintendent shall grant the permit if the permit applicant demonstrates that,

(1) Without using aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses, the applicant has (or is a member of a family which has) customarily and traditionally engaged in subsistence uses within a national park or monument; or

(2) The applicant is a local rural resident within a resident zone for another national park or monument, or meets the requirements of paragraph (1) of this section for another national park or monument, and there exists a pattern of subsistence uses (without use of an aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses) between the national park or monument previously utilized by the permit applicant and the national park or monument for which the permit applicant seeks a subsistence permit.

(b) In order to provide for subsistence uses pending application for and receipt of a subsistence permit, until August 1, 1981, any rural resident whose primary permanent home is outside the boundaries of a resident zone of a national park or monument and who meets the criteria for a subsistence permit set forth in paragraph (a) of this section may engage in subsistence uses in the national park or monument without a permit in accordance with applicable State and Federal law. Effective August 1, 1981, however, such rural resident must have a subsistence permit as required by paragraph (a) of this section in order to engage in subsistence uses in the national park or monument.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

§ 13.45 Prohibition of aircraft use.

(a) Notwithstanding the provisions of § 13.12 the use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish or wildlife for subsistence uses within the national park or monument is prohibited except as provided in this section.

(b) *Exceptions.* (1) In extraordinary cases where no reasonable alternative exists, the Superintendent shall permit, pursuant to specified terms and conditions, a local rural resident of an "exempted community" to use aircraft for access to or from lands and water within a national park or monument for purposes of taking fish or wildlife for subsistence uses.

(i) A community shall quality as an "exempted community" if, because of the location of the subsistence resources upon which it depends and the extraordinary difficulty of surface access to these subsistence resources, the local rural residents who permanently reside in the community have no reasonable alternative to aircraft use for access to these subsistence resources.

(ii) A community which is determined, after notice and comment (including public hearing in the affected local vicinity), to meet the description of an "exempted community" set forth in paragraph (b)(1) of this section shall be included in the appropriate special regulations for each park and monument set forth in Subpart C of this part.

(iii) A community included as an "exempted community" in Subpart C of this part may be deleted therefrom upon a determination, after notice and comment (including public hearing in the affected local vicinity), that it does not meet the description of an "exempted community" set forth in paragraph (b)(1) of this section.

(2) Any local rural resident aggrieved by the prohibition on aircraft use set forth in this section may apply for an exception to the prohibition pursuant to the procedures set forth in § 13.51. In extraordinary cases where no reasonable alternative exists, the Superintendent may grant the exception upon a determination that the location of the subsistence resources depended upon and the difficulty of surface access to these resources, or other emergency situation, requires such relief.

(c) Nothing in this section shall prohibit the use of aircraft for access to lands and waters within a national park or monument for purposes of engaging in any activity allowed by law other than the taking of fish and wildlife. Such activities include, but are not limited to, transportating supplies.

§ 13.46 Use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses.

(a) Notwithstanding any other provision of this chapter, the use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is permitted within park areas except at those times and in those areas restricted or closed by the Superintendent.

(b) The Superintendent may restrict or close a route or area to use of snowmobiles, motorboats, dog teams, or other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses if the Superintendent determines that such use is causing or is likely to cause an adverse impact on public health and safety, resource protection, protection of historic or scientific values, subsistence uses, conservation of endangered or threatened species, or the purposes for which the park area was established.

(c) No restrictions or closures shall be imposed without notice and a public hearing in the affected vicinity and other locations as appropriate. In the case of emergency situations, restrictions or closures shall not exceed sixty (60) days and shall not be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such extension is justified according to the factors set forth in paragraph (b) of this section. Notice of the proposed or emergency restrictions or closures and the reasons therefor shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if appropriate, and information about such proposed or emergency actions shall also be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All restrictions and closures shall be designated on a map which shall be available for public inspection at the office of the

Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions or closures, or both.

(d) Motorboats, snowmobiles, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses shall be operated (1) in compliance with applicable State and Federal law, (2) in such a manner as to prevent waste or damage to the park areas, and (3) in such a manner as to prevent the herding, harassment, hazing or driving of wildlife for hunting or other purposes.

(e) At all times when not engaged in subsistence uses, local rural residents may use snowmobiles, motorboats, dog teams, and other means of surface transportation in accordance with §§ 13.10, 13.11, 13.12, and 13.14, respectively.

§ 13.47 Subsistence fishing.

Fish may be taken by local rural residents for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law, including the provisions of §§ 2.13 and 13.21 of this chapter: *Provided, however,* That local rural residents in park areas where subsistence uses are allowed may fish with a net, seine, trap, or spear where permitted by State law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of fish which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

§ 13.48 Subsistence hunting and trapping

Local rural residents may hunt and trap wildlife for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of wildlife which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

§ 13.49 Subsistence use of timber and plant material.

(a) Notwithstanding any other provision of this part, the non-commercial cutting of live standing timber by local rural residents for appropriate subsistence uses, such as firewood or house logs, may be permitted in park areas where subsistence uses are allowed as follows:

(1) For live standing timber of diameter greater than three inches at ground height, the Superintendent may permit cutting in accordance with the specifications of a permit if such cutting is determined to be compatible with the purposes for which the park area was established;

(2) For live standing timber of diameter less than three inches at ground height, cutting is permitted unless restricted by the Superintendent.

(b) The noncommerical gathering by local rural residents of fruits, berries, mushrooms, and other plant materials for subsistence uses, and the noncommerical gathering of dead or downed timber for firewood, shall be allowed without a permit in park areas where subsistence uses are allowed.

(c)(1) Nothwithstanding any other provision of this part, the Superintendent, after notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular plant population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For the purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(2) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular plant population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(3) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

§ 13.50 Closure to subsistence uses of fish and wildlife.

(a) Notwithstanding any other provision of this part, the Superintendent, after consultation with the State and adequate notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(b) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular fish or wildlife population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(c) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

§ 13.51 Application procedures for subsistence permits and aircraft exceptions.

(a) Any person applying for the subsistence permit required by § 13.44(a), or the exception to the prohibition on aircraft use provided by

§ 13.45(b)(2), shall submit his/her application to the Superintendent of the appropriate national park or monument. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application. Each application must include (1) a statement which acknowledges that providing false information in support of the application is a violation of Section 1001 of Title 18 of the United States Code, and (2) additional statements or documentation which demonstrates that the applicant satisfies the criteria set forth in § 13.44(a) for a subsistence permit or § 13.45(b)(2) for the aircraft exception, as appropriate. Except in extraordinary cases for good cause shown, the Superintendent shall decide whether to grant or deny the application in a timely manner not to exceed forty-five (45) days following the receipt of the completed application. Should the Superintendent deny the application, he/she shall include in the decision a statement of the reasons for the denial and shall promptly forward a copy to the applicant.

(b) An applicant whose application has been denied by the Superintendent has the right to have his/her application reconsidered by the Alaska Regional Director by contacting the Regional Director within 180 days of the issuance of the denial. The Regional Director may extend the 180-day time limit to initiate a reconsideration for good cause shown by the applicant. For purposes of reconsideration, the applicant shall present the following information:

(1) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in paragraph (a) of this section;

(2) The basis for the applicant's disagreement with the Superintendent's findings and conclusions; and

(3) Whether or not the applicant requests an informal hearing before the Regional Director.

(c) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

Subpart C—Special Regulations—Specific Park Areas in Alaska

§ 13.66 Katmai National Park and Preserve.

(a) [Reserved]

(b) *Fishing* (1) Fishing is permitted only with artificial lures; however, bait, as defined by regulations of the Alaska Department of Fish and Game, may be used from November 15 through March 31 of each year on the Naknek River from markers located just above Trefon's cabin downstream to the monument boundary.

(2) On the Brooks River between Brooks Lake and posted signs near Brooks Camp, fly fishing only is permitted.

[37 FR 17389, Aug. 26, 1972, as amended at 45 FR 61293, Sept. 16, 1980; 46 FR 31854, June 17, 1981; 48 FR 30295, June 30, 1983]

§ 1.5 Closures and public use limits.

(a) Consistent with applicable legislation and Federal administrative policies, and based upon a determination that such action is necessary for the maintenance of public health and safety, protection of environmental or scenic values, protection of natural or cultural resources, aid to scientific research, implementation of management responsibilities, equitable allocation and use of facilities, or the avoidance of conflict among visitor use activities, the superintendent may:

(1) Establish, for all or a portion of a park area, a reasonable schedule of visiting hours, impose public use limits, or close all or a portion of a park area to all public use or to a specific use or activity.

(2) Designate areas for a specific use or activity, or impose conditions or restrictions on a use or activity.

(3) Terminate a restriction, limit, closure, designation, condition, or visiting hour restriction imposed under paragraph (a)(1) or (2) of this section.

(b) Except in emergency situations, a closure, designation, use or activity restriction or condition, or the termination or relaxation of such, which is of a nature, magnitude and duration that will result in a significant alteration in the public use pattern of the park area, adversely affect the park's natural, aesthetic, scenic or cultural values, require a long-term or significant modification in the resource management objectives of the unit, or is of a highly controversial nature, shall be published as rulemaking in the FEDERAL REGISTER.

(c) Except in emergency situations, prior to implementing or terminating a restriction, condition, public use limit or closure, the superintendent shall prepare a written determination justifying the action. That determination shall set forth the reason(s) the restriction, condition, public use limit or closure authorized by paragraph (a) has been established, and an explanation of why less restrictive measures will not suffice, or in the case of a termination of a restriction, condition, public use limit or closure previously established under paragraph (a), a determination as to why the restriction is no longer necessary and a finding that the termination will not adversely impact park resources. This determination shall be available to the public upon request.

(d) To implement a public use limit, the superintendent may establish a permit, registration, or reservation system. Permits shall be issued in accordance with the criteria and procedures of § 1.6 of this chapter.

(e) Except in emergency situations, the public will be informed of closures, designations, and use or activity restrictions or conditions, visiting hours, public use limits, public use limit procedures, and the termination or relaxation of such, in accordance with § 1.7 of this chapter.

(f) Violating a closure, designation, use or activity restriction or condition, schedule of visiting hours, or public use limit is prohibited. When a permit is used to implement a public use limit, violation of the terms and conditions of a permit is prohibited and may result in the suspension or revocation of the permit.

APPENDIX C: MANAGEMENT OBJECTIVES

Management objectives for Katmai National Park and Preserve are contained in the park's "Statement for Management." They were developed within the framework of existing laws, regulations, and policies applicable to this unit of the national park system. Management objectives that specifically bear on the proposed general management plan are listed below.

MANAGEMENT AND ADMINISTRATION

Work cooperatively with the state of Alaska, local governments, and private interests so that their land and water plans reflect consideration for the resources and purposes of the park and preserve.

Manage the upper 67 miles of the Alagnak River, including its two upper branches, consistent with the provisions of the Wild and Scenic Rivers Act and Katmai National Preserve.

Manage the new additions to the park and preserve in a manner that will protect their scenic, cultural, and natural values; provide for appropriate visitor use.

RESOURCE MANAGEMENT

Identify, protect, and perpetuate Katmai's outstanding wildlife, vegetation, water, and volcanic features in their wilderness environment.

Maintain the park as an area where brown bears can exist as naturally as possible with minimal adverse effects from humans.

Preserve the natural spawning conditions for the red salmon, rainbow trout, and other fish native to the park and preserve.

Manage the natural and physical resources of the park and preserve to ensure the perpetuation of the factors basic to the area's establishment.

Work cooperatively and interdependently with the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service in regulating consumptive uses of natural resources in Katmai National Preserve so as to maintain natural population dynamics.

Encourage and participate in research efforts to ensure adequate information for sound management decisions concerning the park/preserve's natural, cultural, and physical resources.

Identify, preserve, and protect the park/preserve's cultural resources, including the remains of early 20th century activities and the sites associated with earlier cultures in a manner consistent with historic

preservation laws, NPS policies, and the purpose of the area. Particular attention will be paid to the known locations, such as Fure's cabin, the village of Old Savonoski, and the Brooks River archeological district.

Locate and identify known historic and prehistoric sites and structures for possible designation to the National Register of Historic Places and Alaska Heritage Resource Survey.

VISITOR USE AND INTERPRETATION

Foster visitor understanding of and appreciation for the dramatic natural forces responsible for the park's volcanic features, Alaskan cultural history, and superlative fish and wildlife populations.

In accordance with the provisions of ANILCA, provide for sport hunting, trapping, and subsistence activities in the national preserve.

Provide visitors with adequate means of access to the park, consistent with the wilderness character of the area.

Interpret the park and preserve through nonsophisticated, highly personal techniques and programs, consistent with Katmai's visitor use pattern and physical resource values.

Encourage visitor activities that are appropriate to Katmai's natural environment, including backpacking, camping, hiking, sight-seeing, fishing, canoeing, and kayaking.

Through programs, informal talks, and backcountry permits, provide information to visitors to minimize camping impacts on natural areas.

APPENDIX D: NPS PLANNING PROCESS

ANILCA REQUIREMENTS

Section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA: PL 96-487) requires the preparation of conservation and management plans for each unit of the national park system established or enlarged by ANILCA. These plans are to describe programs and methods for managing resources, proposed development for visitor services and facilities, proposed access and circulation routes and transportation facilities, programs and methods for protecting the culture of local residents, plans for acquiring land or modifying boundaries, methods for ensuring that uses of private lands are compatible with the purposes of the unit, and opportunities for mutually beneficial cooperation with other regional landowners.

NPS PLANNING DOCUMENTS

The National Park Service planning process for each park (preserve, monument, or other unit of the system) involves a number of stages, progressing from the formulation of broad objectives, through decisions about what general management direction should be followed to achieve the objectives, to formulation of detailed actions for implementing specific components of the general management plan.

The general management plan addresses topics of resource management, visitor use, park operations, and development in general terms. The goal of this plan is to establish a consensus among the National Park Service and interested agencies, groups, and individuals about the types and levels of visitor use, development, and resource protection that will occur. These decisions are based on the purpose of the park, its significant values, the activities occurring there now, and the resolution of any major issues surrounding possible land use conflicts within and adjacent to the park. The following kinds of detailed action plans are prepared concurrently with or after completion of the general management plan.

- Land protection plans present approaches to private or other non-NPS lands within the boundaries of NPS units, in order to attempt to have these lands managed in as compatible a manner as possible with the planned management objectives of the park unit.
- Resource management plans identify the actions that will be taken to preserve and protect natural and cultural resources. Where appropriate, one component of the environment (for example, fire management plan, river management plan, historic structure plan) may be further developed into an independent plan that becomes a part of the resource management plan.
- Development concept plans establish basic types and sizes of facilities for specific locations.
- Interpretive plans describe the themes and media that will be used to interpret the park's significant resources.
- Wilderness suitability reviews determine which lands are suitable for inclusion in the national wilderness preservation system.

Depending largely on the complexity of individual planning efforts, action plans may or may not be prepared simultaneously with the general management plan. If they are prepared after the general plan, the NPS public involvement and cooperative planning efforts are continued until all of the implementation plans are completed.

APPENDIX E: POSSIBLE RS 2477 RIGHTS-OF-WAY

THIS MAP DOES NOT ESTABLISH THE VALIDITY OF THESE POTENTIAL RIGHTS-OF-WAY AND DOES NOT PROVIDE THE PUBLIC THE RIGHT TO TRAVEL OVER THEM. THIS MAP HAS BEEN PROVIDED BY THE STATE TO ILLUSTRATE RIGHTS-OF-WAY THAT THE STATE HAS IDENTIFIED AND CONTENDS MAY BE VALID UNDER RS 2477. THE USE OF OFF-ROAD VEHICLES IN LOCATIONS OTHER THAN ESTABLISHED ROADS OR DESIGNATED ROUTES IN UNITS OF THE NATIONAL PARK SYSTEM IS PROHIBITED (E.O. 11644 AND 11989 AND 43 CFR 36.11(g)). IDENTIFICATION OF POSSIBLE RIGHTS-OF-WAY DOES NOT CONSTITUTE THE DESIGNATION OF ROUTES FOR OFF-ROAD VEHICLE USE.

LAKE ILIAMNA
KAMISHAK BAY
KUKAKLEK LAKE
NONVIANUK LAKE
KULIK LAKE
2
MOUNT DOUGLAS
NAKNEK
KING SALMON
NAKNEK RIVER
9
NAKNEK LAKE
NORTH ARM
GROSVENOR LAKE
BIG RIVER
KAGUYAK CRATER
ILIUK ARM
BROOKS LAKE
KUKAK VOLCANO
HALLO BAY
VALLEY OF TEN THOUSAND SMOKES
KING SALMON RIVER
YORI PASS
MOUNT KATMAI
SNOWY MOUNTAIN
KUKAK BAY
CRATER LAKE
1
1
STRAIT
SHELIKOF
KODIAK ISLAND
BECHAROF LAKE
GEOGRAPHIC HARBOR
KATMAI BAY

N

5 0 5 10 15 MILES
5 0 5 10 15 20 KILOMETERS

POSSIBLE R S 2477 RIGHTS-OF-WAY

KATMAI

National Park and Preserve

PARK BOUNDARY

PRESERVE BOUNDARY

POSSIBLE R S 2477 TRAIL

69 R S 2477 TRAIL NO.

(This number corresponds to the Alaska Existing Trails System. Source: State of Alaska Department of Transportation/Public Facilities. Submitted A[illegible]74.)

ON MICROFILM

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APPENDIX F: DEFINITION OF TRADITIONAL

In applying the provisions of ANILCA as related to "means of surface transportation traditionally employed" (section 811) and "the use of snowmachines . . ., motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities" (section 1110), the National Park Service has relied on the following definitions of "tradition(al)" from Webster's Third New International Dictionary of the English Language (unabridged), 1976:

> 2. The process of handing down information, opinions, beliefs, and customs by word of mouth or by example: transmission of knowledge and institution through successive generations without written instruction . . .
>
> 3. An inherited or established way of thinking, feeling or doing; a cultural feature (as an attitude, belief, custom, institution) preserved or evolved from the past; usage or custom rooted in the past (as of a family or nation): as a (1): a doctrine or practice or a body of doctrine and practice preserved by oral transmission (2): a belief or practice of the totality of beliefs and practices not derived directly from the Bible . . .
>
> 5.a: Cultural continuity embodied in a massive complex of evolving social attitudes, beliefs, conventions, and institutions rooted in the experience of the past and exerting an orienting and normative influence on the present b: the residual elements of past artistic styles or periods . . .

The National Park Service recognizes that it would be valuable to pursue, with those affected, the refinement of this definition in the context of the legislative history. In the interim, the Park Service will continue to use this definition in applying the above-referenced provisions of ANILCA. To qualify under ANILCA, a "traditional means" or "traditional activity" has to have been an established cultural pattern, per these definitions, prior to 1978 when the unit was established.

APPENDIX G: FEDERAL CONSISTENCY WITH ALASKA COASTAL ZONE MANAGEMENT POLICIES

Although federal lands are exempt from state regulations for the coastal zone, the Coastal Zone Management Act of 1976 requires that federal agencies conducting activities or undertaking development directly affecting the coastal zone shall ensure that the activities or developments are consistent with approved state management programs to the extent practicable.

The basis for the consistency determination is the Draft General Management Plan/Environmental Assessment for Katmai National Park and Preserve. The standards for consistency determination and the evaluation are cited below, followed by an analysis of the NPS preferred alternative.

COASTAL DEVELOPMENT

6AAC 80.040:

(a) In planning for and approving development in coastal areas, districts and state agencies shall give, in the following order, priority to:

(1) water-dependent uses and activities;
(2) water-related uses and activities;
(3) uses and activities which are neither water-dependent nor water-related for which there is no feasible and prudent inland alternative to meet the public need for the use or activity.

(b) The placement of structures and the discharge of dredged or fill material into coastal water must, at a minimum, comply with the standards contained in Parts 320-323, Title 33, Code of Federal Regulations.

Proposed Plan: NPS development actions would be confined to existing developed areas except for ranger camps that would be established along the coast at Kukak Bay. For the most part, the recommended developments would enhance recreational use of Katmai National Park and Preserve. Placement of structures and the discharge of dredged or fill material into coastal waters would not be required.

GEOPHYSICAL HAZARD AREAS

6AAC 80.050:

(a) Districts and state agencies shall identify known geophysical hazard areas and areas of high development potential in which there is a substantial possibility that geophysical hazards may occur.

(b) Development in areas identified under (a) of this section may not be approved by the appropriate state or local authority until siting, design, and construction measures for minimizing property damage and protecting against loss of life have been provided.

Proposed Plan: Katmai is considered an area of active volcanism, and the entire complex is subject to volcanic hazards to varying degrees. The proposed developments are generally in areas distant from the most intense volcanic hazards. Proposed development would require mitigation in design and siting to minimize hazards apparent at specific locations.

RECREATION

6AAC 80.060:

(a) Districts shall designate areas for recreational use. Criteria for designation of areas of recreational use are:

(1) the area receives significant use by persons engaging in recreational pursuits or is a major tourist destination; or

(2) the area has potential for high quality recreational use, because of physical, biological, or cultural features.

(b) Districts and state agencies shall give high priority to maintaining and, where appropriate, increasing public access to coastal water.

Proposed Plan: Recreational use of Katmai would continue, and the number of visitors accommodated would increase.

ENERGY FACILITIES

6AAC 80.070: Not applicable.

TRANSPORTATION AND UTILITIES

6AAC 80.080:

(a) Transportation and utility routes in the coastal area must be sited, designed, and constructed so as to be compatible with district programs.

(b) Transportation and utility routes and facilities must be sited inland from beaches and shorelines unless the route or facility is water-dependent or no feasible or prudent

inland alternative exists to meet the public need for the route or facility.

Proposed Plan: Implementation of the preferred alternative would not require development of new transportation routes or utility corridors. The facility construction called for would typically be primitive and self-contained.

FISH AND SEAFOOD PROCESSING

6AAC 80.090:

Districts shall identify and may designate areas of the coast suitable for the location or development of facilities related to commercial fishing and seafood processing.

Proposed Plan: None of the proposed developments would be used for commercial fishing activities.

TIMBER HARVESTING AND PROCESSING

6AAC 80.100: Not applicable.

MINING AND MINERAL PROCESSING

6AAC 80.110:

(a) Mining and mineral processing in the coastal area must be regulated, designed, and conducted so as to be compatible with the standards contained in this chapter, adjacent uses and activities, statewide and national needs, and district programs.

(b) Sand and gravel may be extracted from coastal waters, intertidal areas, barrier islands, and spits when there is no feasible and prudent alternative to coastal extraction which will meet the public need for sand or gravel.

Proposed Plan: Mining activities in Katmai National Park and Preserve would be limited to valid existing claims. Mining operations currently require plans of operations that have been approved by the National Park Service and that are oriented to minimizing environmental impacts and mitigating these impacts when they are unavoidable.

SUBSISTENCE

6AAC 80.120:

(a) Districts and state agencies shall recognize and assure opportunities for subsistence usage of coastal areas and resources.

(b) Districts shall identify areas in which subsistence is the dominant use of coastal resources.

(c) Districts may, after consultation with appropriate state agencies, Native corporations, and any other persons or groups, designate areas identified under (b) of this section as subsistence zones in which subsistence uses and activities have priority over all nonsubsistence uses and activities.

(d) Before a potentially conflicting use or activity may be authorized within areas designated under (c) of this section, a study of the possible adverse impacts of the proposed potentially conflicting use or activity upon subsistence usage must be conducted and appropriate safeguards to assure subsistence usage must be provided.

(e) Districts sharing migratory fish and game resources must submit compatible plans for habitat management.

Proposed Plan: Subsistence use in the preserve area is allowed under the governing legislation for Katmai. The preferred alternative would encourage sporthunting in the preserve to a small degree, but it should not conflict with subsistence uses. Sporthunting would be governed by regulations of the Alaska Department of Fish and Game.

HABITATS

6AAC 80.130:

(a) Habitats in the coastal area which are subject to the Alaska coastal management program include:

(1) offshore areas;
(2) estuaries;
(3) wetlands and tideflats;
(4) rocky islands and seacliffs;
(5) barrier islands and lagoons;
(6) exposed high energy coasts;
(7) rivers, streams, and lakes; and
(8) important upland habitat.

(b) The habitats contained in (a) of this section must be managed so as to maintain or enhance the biological, physical, or chemical characteristics of the habitat which contribute to its capacity to support living resources.

Proposed Plan: Natural resources and associated processes would be protected. No NPS proposal would significantly affect any of the above listed habitats. Relocation of NPS facilities to a more upland habitat type would be offset by the restoration of habitat adjacent to coastal areas.

AIR, LAND, AND WATER QUALITY

6AAC 80.140:

The statutes pertaining to and the regulations and procedures of the Alaska Department of Environmental Conservation with respect to the protection of air, land, and water are incorporated into the Alaska Coastal Management Program.

Proposed Plan: All standards of the Alaska Department of Environmental Conservation will be met. Appropriate and necessary permits and review of proposed actions are an inherent part of the NPS general management plan process.

HISTORIC, PREHISTORIC, AND ARCHEOLOGICAL RESOURCES

6AAC 80.150:

Districts and appropriate state agencies shall identify areas of the coast which are important to study, understanding, or illustration of national, state, or local history or prehistory.

Proposed Plan: Historic and prehistoric surveys have been undertaken, and identified cultural resources are being protected according to NPS policies and standards. Procedures are in effect to protect any additional resources discovered during implementation of this plan. All standards of the state coastal management program have been met or exceeded.

CONSISTENCY CONCLUSION

All phases of the Alaska coastal management program have been met, as discussed above, in the planning for this project. It is determined that this project is in conformity, to the extent practicable, with the state management program.

APPENDIX H: DEVELOPMENT COST ESTIMATES

Grosvenor Camp General Vicinity	
Construct primitive camping area	
5 campsites	$ 10,000
pit toilet	2,620
food cache	1,310
ranger station (700 sq ft)	25,000
	$ 38,930
Bay of Islands	
Construct primitive camping area	
3 campsites	6,000
food cache	1,310
pit toilet	2,620
ranger station (700 sq ft)	25,000
	$ 34,930
Nonvianuk Lake	
Construct primitive camping area	
3 campsites	$ 6,000
food cache	1,310
pit toilet	2,620
	$ 9,930
Yori Pass Access Point	
Construct primitive camping area	
3 campsites	$ 6,000
food cache	1,310
pit toilet	2,620
	$ 9,930
Lake Camp	
Provide additional facilities	
interpretive nature trail (1 mile)	$ 20,000
dock improvement	10,000
boat ramp	5,000
exhibits	6,550
2 picnic shelters	10,000
improved parking	20,000
	$ 71,550
Coastal District	
Construct ranger station	$ 87,530
Grand Total	$ 252,800

Note: Costs include allowance for contingencies, supervision, and cultural resource compliance. Estimates are based on costs for fiscal year 1986.

APPENDIX I: MASTER MEMORANDUM OF UNDERSTANDING BETWEEN THE ALASKA DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department, and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

WHEREAS, the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the fish and wildlife resources and their habitats, and produce the greatest public benefit; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

(copy)

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.

2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary consideration.

3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.

4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.

5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.

2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.

4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.

5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could diminish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.

(copy)

6. To review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.

7. To adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purposes for which the respective Parks and Preserves were established.

8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.

9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.

10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.

11. To consult with the Department prior to entering into any cooperative land management agreements.

12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.

2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.

3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.

(copy)

4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.

6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.

7. To neither make nor sanction any introduction or transplant of any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.

8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.

9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.

10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.

11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.

12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.

13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.

(copy)

14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.

15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

STATE OF ALASKA

Department of Fish and Game

By /s/ Ronald O. Skoog

Ronald O. Skoog

Commissioner

Date 14 October 1982

U.S. DEPARTMENT OF THE INTERIOR

National Park Service

By /s/ John E. Cook

John E. Cook

Regional Director, Alaska

Date October 5, 1982

APPENDIX J: ANILCA, SECTION 1301 (MANAGEMENT PLANS) AND SECTION 1302 (LAND ACQUISITION AUTHORITY)

MANAGEMENT PLANS

SEC. 1301. (a) Within five years from the date of enactment of this Act, the Secretary shall develop and transmit to the appropriate Committees of the Congress a conservation and management plan for each of the units of the National Park System established or to which additions are made by this Act.

(b) NATIONAL PARK SERVICE PLAN REQUIREMENTS.—Each plan for a unit established, redesignated, or expanded by title II shall identify management practices which will carry out the policies of this Act and will accomplish the purposes for which the concerned National Park System unit was established or expanded and shall include at least the following:

(1) Maps indicating areas of particular importance as to wilderness, natural, historical, wildlife, cultural, archeological, paleontological, geological, recreational, and similar resources and also indicating the areas into which such unit will be divided for administrative purposes.

(2) A description of the programs and methods that will be employed to manage fish and wildlife resources and habitats, cultural, geological, recreational, and wilderness resources, and how each conservation system unit will contribute to overall resources management goals of that region. Such programs should include research, protection, restoration, development, and interpretation as appropriate.

(3) A description of any areas of potential or proposed development, indicating types of visitor services and facilities to be provided, the estimated costs of such services and facilities, and whether or not such services and facilities could and should be provided outside the boundaries of such unit.

(4) A plan for access to, and circulation within, such unit, indicating the type and location of transportation routes and facilities, if any.

(5) A description of the programs and methods which the Secretary plans to use for the purposes of (A) encouraging the recognition and protection of the culture and history of the individuals residing, on the date of the enactment of this Act, in such unit and areas in the vicinity of such unit, and (B) providing and encouraging employment of such individuals.

(6) A plan for acquiring land with respect to such unit, including proposed modifications in the boundaries of such unit.

(7) A description (A) of privately owned areas, if any, which are within such unit, (B) of activities carried out in, or proposed for, such areas, (C) of the present and potential effects of such activities on such unit, (D) of the purposes for which such areas are used, and (E) of methods (such as cooperative agreements and issuance or enforcement of regulations) of controlling the use of such activities to carry out the policies of this Act and the purposes for which such unit is established or expanded.

(8) A plan indicating the relationship between the management of such unit and activities being carried out in, or proposed for, surrounding areas and also indicating cooperative agreements which could and should be entered into for the purpose of improving such management.

(c) CONSIDERATION OF FACTORS.—In developing, preparing, and revising a plan under this section the Secretary shall take into consideration at least the following factors:

(1) The specific purposes for which the concerned conservation system unit was established or expanded.

(2) Protection and preservation of the ecological, environmental, wildlife, cultural, historical, archeological, geological, recreational, wilderness, and scenic character of the concerned unit and of areas in the vicinity of such unit.

(3) Providing opportunities for Alaska Natives residing in the concerned unit and areas adjacent to such unit to continue performing in such unit activities which they have traditionally or historically performed in such unit.

(4) Activities being carried out in areas adjacent to, or surrounded by, the concerned unit.

(d) HEARING AND PARTICIPATION.—In developing, preparing, and revising a plan under this section the Secretary shall hold at least one public hearing in the vicinity of the concerned conservation unit, hold at least one public hearing in a metropolitan area of Alaska, and, to the extent practicable, permit the following persons to participate in the development, preparation, and revision of such plan:

(1) The Alaska Land Use Council and officials of Federal agencies whose activities will be significantly affected by implementation of such plan.

(2) Officials of the State and of political subdivisions of the State whose activities will be significantly affected by implementation of such plan.

(3) Officials of Native Corporations which will be significantly affected by implementation of such plan.

(4) Concerned local, State, and National organizations and interested individuals.

SEC. 1302. (a) GENERAL AUTHORITY.—Except as provided in subsections (b) and (c) of this section, the Secretary is authorized, consistent with other applicable law in order to carry out the purposes of this Act, to acquire by purchase, donation, exchange, or otherwise any lands within the boundaries of any conservation system unit other than National Forest Wilderness.

(b) RESTRICTIONS.—Lands located within the boundaries of a conservation system unit which are owned by—

(A) the State or a political subdivision of the State;

(B) a Native Corporation or Native Group which has Natives as a majority of its stockholders;

(C) the actual occupant of a tract, title to the surface estate of which was on, before, or after the date of enactment of this Act conveyed to such occupant pursuant to subsections 14(c)(1) and 14(h)(5) of the Alaska Native Claims Settlement Act, unless the Secretary determines that the tract is no longer occupied for the purpose described in subsections 14(c)(1) or 14(h)(5) for which the tract was conveyed and that activities on the tract are or will be detrimental to the purposes of the unit in which the tract is located; or

(D) a spouse or lineal descendant of the actual occupant of a tract described in subparagraph (C), unless the Secretary determines that activities on the tract are or will be detrimental to the purposes of the unit in which the tract is located—

may not be acquired by the Secretary without the consent of the owner.

(c) EXCHANGES.—Lands located within the boundaries of a conservation system unit (other than National Forest Wilderness) which are owned by persons or entities other than those described in subsection (b) of this section shall not be acquired by the Secretary without the consent of the owner unless prior to final judgment on the value of the acquired land, the owner, after being offered appropriate land of similar characteristics and like value (if such land is available from public lands located outside the boundaries of any conservation system unit), chooses not to accept the exchange. In identifying public lands for exchange pursuant to this subsection, the Secretary shall consult with the Alaska Land Use Council.

(d) IMPROVED PROPERTY.—No improved property shall be acquired under subsection (a) without the consent of the owner unless the Secretary first determines that such acquisition is necessary to the fulfillment of the purposes of this Act or to the fulfillment of the purposes for which the concerned conservation system unit was established or expanded.

(e) RETAINED RIGHTS.—The owner of an improved property on the date of its acquisition, as a condition of such acquisition, may retain for himself, his heirs and assigns, a right of use and occupancy of the improved property for noncommercial residential or recreational purposes, as the case may be, for a definite term of not more than twenty-five years, or in lieu thereof, for a term ending at the death of the owner or the death of his spouse, whichever is later. The owner shall elect the term to be reserved. Unless the property is wholly or partially donated, the Secretary shall pay to the owner the fair market value of the owner's interest in the property on the date of its acquisition, less the fair market value on that date of the right retained by the owner. A right retained by the owner pursuant to this section shall be subject to termination by the Secretary upon his

determination that such right is being exercised in a manner inconsistent with the purposes of this Act, and it shall terminate by operation of law upon notification by the Secretary to the holder of the right of such determination and tendering to him the amount equal to the fair market value of that portion which remains unexpired.

(f) DEFINITION.—For the purposes of this section, the term "improved property" means—

(1) a detached single family dwelling, the construction of which was begun before January 1, 1980 (hereinafter referred to as the "dwelling"), together with the land on which the dwelling is situated to the extent that such land—

(A) is in the same ownership as the dwelling or is Federal land on which entry was legal and proper, and

(B) is designated by the Secretary to be necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures necessary to the dwelling which are situated on the land so designated, or

(2) property developed for noncommercial recreational uses, together with any structures accessory thereto which were so used on or before January 1, 1980, to the extent that entry onto such property was legal and proper.

In determining when and to what extent a property is to be considered an "improved property", the Secretary shall take into consideration the manner of use of such buildings and lands prior to January 1, 1980, and shall designate such lands as are reasonably necessary for the continued enjoyment of the property in the same manner and to the same extent as existed before such date.

(g) CONSIDERATION OF HARDSHIP.—The Secretary shall give prompt and careful consideration to any offer made by the owner of any property within a conservation system unit to sell such property, if such owner notifies the Secretary that the continued ownership is causing, or would result in, undue hardship.

(h) EXCHANGE AUTHORITY.—Notwithstanding any other provision of law, in acquiring lands for the purposes of this Act, the Secretary is authorized to exchange lands (including lands within conservation system units and within the National Forest System) or interests therein (including Native selection rights) with the corporations organized by the Native Groups, Village Corporations, Regional Corporations, and the Urban Corporations, and other municipalities and corporations or individuals, the State (acting free of the restrictions of section 6(i) of the Alaska Statehood Act), or any Federal agency. Exchanges shall be on the basis of equal value, and either party to the exchange may pay or accept cash in order to equalize the value of the property exchanged, except that if the parties agree to an exchange and the Secretary determines it is in the public interest, such exchanges may be made for other than equal value.

(i)(1) The Secretary is authorized to acquire by donation or exchange, lands (A) which are contiguous to any conservation system unit established or expanded by this Act, and (B) which are owned or validly selected by the State of Alaska.

(2) Any such lands so acquired shall become a part of such conservation system unit.

APPENDIX K: ANILCA, SECTION 810, SUBSISTENCE EVALUATION

INTRODUCTION

Section 810(a) of ANILCA states:

> In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or disposition of public lands under any provision of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his designee shall evaluate the effect of such use, occupancy, or disposition on subsistence uses and needs, the availability of other lands for the purposes sought to be achieved, and other alternatives which would reduce or eliminate the use, occupancy, or disposition of public lands needed for subsistence purposes. No such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands which would significantly restrict subsistence uses shall be effected until the head of such Federal agency--
>
> (1) gives notice to the appropriate State agency and the appropriate local committees and regional councils established pursuant to section 805;
>
> (2) gives notice of, and holds, a hearing in the vicinity of the area involved; and
>
> (3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent with sound management principles for the utilization of the public lands, (B) the proposed activity will involve the minimal amount of public lands necessary to accomplish the purposes of such use, occupancy, or other disposition, and (C) reasonable steps will be taken to minimize adverse impacts upon subsistence uses and resources resulting from such actions.

The purposes for which the park/preserve was established and shall be managed are presented in title II of ANILCA (see also "Introduction" to the plan).

In addition, components of the national wild and scenic rivers system (that is, the Alagnak Wild River) and the national wilderness preservation system are to be administered pursuant to the Wild and Scenic Rivers Act and the Wilderness Act, respectively, as amended by ANILCA (see river management and wilderness management sections elsewhere in this document for a discussion of specific management provisions).

Subsistence uses by local residents are to be allowed in national preserves and where specifically permitted by ANILCA in national parks (ANILCA, sec. 203 and 816). ANILCA does not authorize subsistence uses within Katmai National Park, so this evaluation applies only to the

preserve portion (including designated wilderness and the Alagnak Wild River), where subsistence uses are authorized. Subsistence uses within the preserve are to be permitted in accordance with title VIII of ANILCA.

EVALUATION FACTORS

Effects on subsistence uses or needs: Subsistence activities would be significantly restricted if any of the following conditions occurred:

major direct impacts on subsistence resources, adverse impacts on habitat, or increased competition from nonrural harvesters

unavailability of subsistence resources because of a change in distribution of wildlife or their migration routes

limitations on access to harvestable resources because of physical or legal barriers

Availability of other lands: Other lands that could be used for the proposed plan or alternatives were identified.

Alternatives to reduce or eliminate the use of public lands needed for subsistence purposes: Ways to reduce or eliminate the use of public lands needed for subsistence activities were analyzed.

ALTERNATIVES CONSIDERED

The National Park Service is proposing to implement a general management plan for Katmai National Park and Preserve that would guide management of the area for the next five to 10 years. The plan proposes strategies for the management of natural resources, cultural resources, visitor use and development, for land protection, and for administration. The alternatives considered by the "Environmental Assessment" include:

alternative A--continuation of existing condition (no action)

alternative B--diversified opportunities (the proposed plan)

alternative C--a wilderness adventure cruise

AFFECTED ENVIRONMENT

The preserve is part of a much broader subsistence use area used by local residents. Users come mainly from the villages of Kokhonak, Levelock, and Igiugig. Subsistence activities within the preserve are influenced by the presence of the Alagnak River and Nonvianuk and Kukaklek lakes.

EVALUATION OF ALTERNATIVES

Effects on Subsistence Activities

The Potential to Reduce Populations, Adversely Affect Habitat, or Increase Competition from Nonrural Harvesters. No significant declines in populations or adverse impacts to habitat would result from implementation of any of the alternatives. Natural cycles in populations would continue.

Under alternative B use of the preserve is not expected to increase significantly because of the remoteness of the area and the cost of getting there. Only minor increases in recreational use of the preserve would be expected over the next five to 10 years under this alternative. Under alternative A or C, recreational use of the preserve would remain essentially the same as present conditions.

Conclusion: None of the alternatives would result in a reduction in the population of any harvestable resource, an adverse effect on habitat, or a significant increase in competition from nonrural harvesters.

Availability of Subsistence Resources. The distribution, migration patterns, and location of subsistence resources are expected to remain essentially the same under any of the alternatives.

Conclusion: None of the alternatives would result in significant changes in the availability of resources caused by an alteration in their distribution, migration, or location.

Restriction of Access. Under all alternatives, access to the preserve for subsistence purposes is guaranteed by section 811 of ANILCA. Regulations implementing this section are already in place, and none of the alternatives would propose changes in those regulations.

Conclusion: None of the alternatives would result in limitations on access by subsistence users to harvestable resources.

Availability of Other Lands for the Proposed Action

There are no other lands available for this action because the preserve boundaries were established by Congress to achieve specific purposes. There are, however, lands outside the preserve which are available for subsistence users. The proposed plan is consistent with the mandates of ANILCA, including title VIII and the National Park Service organic act.

Other Alternatives to Reduce or Eliminate Use of Public Lands Needed for Subsistence Purposes

No alternatives that would reduce or eliminate the use of public lands needed for subsistence purposes were identified because preparation of a

general management plan is required by ANILCA, and the proposed plan is consistent with provisions of ANILCA related to subsistence. In addition, subsistence users utilize other lands outside the preserve, especially those lands that are most easily accessible and that can provide for their needs. Subsistence users extend their activities to other areas on an "as needed" basis.

CONSULTATION AND COORDINATION

The Alaska Department of Fish and Game, affected governmental agencies, native organizations, and the general public were consulted throughout preparation of the proposed plan (see the "Consultation and Coordination" section of the "Environmental Assessment").

FINDINGS

Based upon the above process and considering all the available information, this evaluation concludes that the proposed plan would not result in significant restrictions of subsistence uses within Katmai National Preserve.

APPENDIX L: FINDING OF NO SIGNIFICANT IMPACT

The National Park Service is proposing to implement the final general management plan and land protection plan for Katmai National Park and Preserve. The general management plan is intended to guide the management of the park and preserve for 10 years and addresses all the major topics of management, including resources management, general public use, subsistence, access, and development. The land protection plan is reviewed, and revised as necessary, every two years, and presents proposals for the nonfederal land within and near the park and preserve.

A Draft General Management Plan/ Environmental Assessment/Land Protection Plan/Wilderness Suitability Review was distributed to the public in the spring of 1985, and comments were accepted until the end of August. A subsequent revised draft was distributed for a 60-day public comment period in December of 1985.

The environmental assessment analyzed the impacts of three alternative management strategies for the park and preserve, including the impacts on wildlife, vegetation, cultural resources, park operations, and the local economy. It was determined that the proposal will cause no adverse impacts on the public health, public safety, or rare or endangered species. No highly uncertain or controversial impacts, or significant cumulative effects, were identified. Any negative environmental effects will be minor and/or temporary. The proposal will result in positive effects upon natural and cultural resources within the park and preserve as a result of natural resource research and monitoring, and through cultural resource identification and protection. A complete evaluation of impacts resulting from the proposal and alternatives can be found in the draft plan and environmental assessment.

Based on the environmental analysis and public and agency comment on the proposed plans, I have determined that the proposed federal action will not significantly affect the quality of the human environment, and therefore an environmental impact statement will not be prepared.

Regional Director, Alaska Region

11/26/86
Date

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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